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ABSTRACT

This document presents Part Three (pages 673-930) of the joint hearings held May 27 and June 16, 1971 before two subcommittees of the Committee on Labor and Public Welfare. The hearings were designed to amend the Economic Opportunity Act of 1964 to provide for a comprehensive child development program in the department of Health, Education and Welfare (HEW) and related bills. Part Three includes a chronological listing of witnesses and an alphabetical listing of statements. Additional information on 11 articles and publications relating to child development, Head Start, mothers, and child care is reprinted. Copies of communications sent appear along with selected tables pertaining to children of working mothers, costs and fee schedules, HEW statistics, eligibility of families of working mothers, projects in day care, expenditures and a 1970 census of counties of 500,000 or more. Part One (pages 1-432, May 13 and 20) is available as PS 005 106. Part Two (pages 433-672, May 25 and 26) is available as PS 005 107. (WY)

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COMPREHENSIVE CHILD DEVELOPMENT ACT OF 1971

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JOINT HEARINGS

BEFORE THE

SUBCOMMITTEE ON EMPLOYMENT, MANPOWER, AND POVERTY

AND THE

SUBCOMMITTEE ON CHILDREN AND YOUTH

OF THE

COMMITTEE ON LABOR AND PUBLIC WELFARE UNITED STATES SENATE

NINETY-SECOND CONGRESS

FIRST SESSION

ON

S. 1512

TO AMEND THE ECONOMIC OPPORTUNITY ACT OF 1964 TO PROVIDE FOR A COMPREHENSIVE CHILD DEVELOPMENT PROGRAM IN THE DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE

AND RELATED BILLS

May 27 and June 16, 1971

PART 3

Printed for the use of the Committee on Labor and Public Welfare

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COMPREHENSIVE CHILD DEVELOPMENT ACT OF 1971

THURSDAY, MAY 27, 1971

U.S. SENATE,
SUBCOMMITTEE ON EMPLOYMENT, MANPOWER, AND POVERTY, AND SUBCOMMITTEE ON CHILDREN AND YOUTH,
OF THE COMMITTEE ON LABOR AND PUBLIC WELFARE,
Washington, D.C.

The subcommittees met, at 10:05 a.m., in room 1318, New Senate Office Building, Senator Walter F. Mondale (Chairman of the Subcommittee on Children and Youth), presiding.

Present: Senator Mondale.

Committee staff members present: A. Sidney Johnson III, professional staff member; John K. Scales, minority counsel.

Senator MONDALE. The subcommittee is considering this morning S. 1512, the Comprehensive Child Development Act of 1971. Senator Packwood has asked me to express his regrets at not being able to attend this hearing today, due to a conflict with another subcommittee which is conducting an executive session.

We have a number of witnesses present this morning whom I am sure will bring helpful testimony before the committee.

Our first witness this morning will be Rita C. Davidson, secretary of the Maryland Department of Employment and Social Services.

I want to welcome you, Mrs. Davidson,.and you may proceed with your statement in any manner you see fit.

STATEMENT OF RITA C. DAVIDSON, SECRETARY, MARYLAND DEPARTMENT OF EMPLOYMENT AND SOCIAL SERVICES, BALTIMORE, MD.

Mrs. DAVIDSON. Mr. Chairman and subcommittee members.

I am Rita C. Davidson, secretary of the Maryland Department of Employment and Social Services, which encompasses the State's welfare program, its employment and training services, its antipoverty programs, its child development program and a long list of other programs of service to those in need of help.

I want first to express my enthusiastic support for the breadth and depth of program envisaged by S. 1512, for its recognition of the many factors which contribute to the healthy development of a child and his potential, and for its recognition for the first time of government's responsibility—from conception to adolescence—for the wholesome development of each of its young citizens. It is a vital role for government, and its assumption by government is long overdue.

I must, however, object strongly to the bill's provisions on prime sponsorship, both as a negation of our present form of government and as an approach which is certain to fail in the bill's stated goal of pro-

viding every child with a fair and full opportunity to reach his full potential.

UNDERMINING THE FEDERAL SYSTEM

The bill's provisions make eligible for prime sponsorship a State, a locality, a combination of localities, or, in the absence of an acceptable plan from any of these, a private, nonprofit group. If, however, a State proposes to conduct a program in a local area which has submitted an acceptable application, the Secretary is required to fund the locality.

Senator MONDALE. What States are conducting quality child development programs now or capable of doing so?

Mrs. DAVIDSON. Maryland is one of them.

Senator MONDALE. Can you think of any others?

Mrs. DAVIDSON. I am sure there must be some others in the United States.

This preference must be given without regard to the respective merits of the two plans or whether a joint effort might not produce a better program. The State is thus left to preside over the cow pastures.

The failure to recognize and take advantage of the State's logical role as planner and coordinator is a major shortcoming in the bill. I am not suggesting that all funding should be funneled through the State, nor even that the State be given priority over the subdivisions. I am urging that the States be assigned the very vital role of planning and even of oversight. Within the confines of the State plan localities can be funded—either separately or jointly with other localities or with the State. In fact, it should be the function of the State to arrive at agreement with the localities as to who will be responsible for serving as prime sponsor in which areas. That, it seems to me, should be fundamental to the entire concept of a comprehensive, coordinated system.

A system of grants which bypasses the States can only undermine the federal system of government. It is based on what I consider a mistaken assumption that the level of government geographically closest to the people governs most in the interest of the people. But the wide range of social legislation enacted in the last decade by the Federal Congress—not initiated by the cities or the counties—has taught us this is not necessarily true. It was the Federal Government which initiated the moves against poverty, against discrimination, against educational deprivation of poor children and against unemployment. The Federal Government has taken the leadership on many controversial social issues because it is less vulnerable to attack from local groups which may want to keep down taxes or keep up inflated real estate values or maintain their own ethnic supremacy.

Just as the Federal Government has moved where mayors or county executives have feared to tread, so might a State government. In Maryland, the State government has, in fact, provided the leadership for racially integrated day-care centers in counties whose conservation is so pervasive that it is doubtful that such a racial mix of enrollees and staff could have developed under local aegis. Other States have similar capacity for assuming the lead in areas still timid about stepping into the 20th century.

More succinctly, what I am saying is this: Local units of government are not invested with any particular competence to grasp the

needs and aspirations of the people—especially poor people—nor to administer a program responsive to those needs and aspirations. On the contrary, it often happens that the unit of government farthest away is most responsive.

Let me also call to your attention the fact that the Governor is frequently more representative of the people than the elected head of the smaller units of government. Almost twice as many people in Baltimore City voted for Governors as voted for mayor in the last election for each of these offices. To be specific, 214,000 Baltimoreans voted for Governor in 1970; only 134,538 Baltimoreans cast a ballot for mayor in 1967. The bill seems to imply that there is no ability on the Governor's part to reach the people. The people, apparently, do not feel that way.

They identify political responsibility more with the Governor than with the mayor. The Governor owes them an obligation to be able to do his part to help them with their programs.

We believe that the failure to place with the State the planning and oversight responsibility will bring about the same chaos which today characterizes manpower training.

It is of some significance that most of the Senate sponsors of the child development bill were also sponsors of the comprehensive manpower training bill of 1970. Fundamental to the approach spelled out in that bill was the emphasis on statewide planning. Clearly it was inserted as an antidote to the chaos which has developed in the absence of such planning.

Let me quote from the bill:

> Experience has shown that the administration and delivery of effective manpower programs are extremely complex, requiring a more comprehensive, unified and flexible approach . . .
>
> The effectiveness of manpower programs would be improved by a more coordinated approach in evaluating the needs of individual participants and mobilizing available resources to meet these needs. It is, therefore, the purpose of this Act to establish a comprehensive and coordinated national manpower program, involving the efforts of all sectors of the economy and all levels of government.

To achieve this aim the bill places on the State the responsibility for developing a comprehensive plan for the State. In this way, no area "falls between chairs," duplication and overlapping are avoided and all available resources within the State can be tapped.

The administration and delivery of child development programs are no less complex than that of manpower programs, and statewide planning is no less essential.

Absent a State plan for child development in each State, we shall end up with thousands of small, isolated, uncoordinated child-care programs, each limited in scope by its own boundaries.

In his introductory remarks on S. 1513, Senator Mondale made a statement to which I must take exception. He said:

> * * * few States have become involved in early childhood development programs in any significant manner, and none have the resources to undertake a program of the scope we intend in this legislation.

With all due respect to the chairman, I wish to point out that the State in most instances has more resources than the localities. Certainly this is true in Maryland. In any event, resources are not so abundant in any State that we can afford to use only a small portion of those that may be available for child development.

I am, therefore, urging that the bill be amended to provide the following:

(1) That the State be given the responsibility for planning, coordination and oversight of child development programs;

(2) That a priority for funding be given a State plan which establishes a joint program with one or several of its subdivisions;

(3) That a State plan which does not establish such a joint program be given equal consideration with any locality which may apply for prime sponsorship in an area encompassed by the State plan; and that selection be based on the relative merits of the two plans; and

(4) That bonuses be awarded contiguous localities or a State and its localities for joint programing.

The intent of this bill is very easy to understand in light of the particular people who occupy a good many of the Governors' seats in the United States of America.

I appreciate what is being done here and what is the intent to be done, but I would point out that there are what I call the good Governors, the bad Governors, the ones with the white hats and the ones with the black hats.

What your bill does is determine in advance that every Governor is a bad guy Governor and every Governor wears a black hat and that every local official is a good guy official and wears a good guy's hat.

All that we are asking you today is not to build in that presumption, not to play the role of God and make that determination in advance. We are asking you not to impose that rigidity but rather to open the door for a determination by the Secretary of the Department of HEW in each particular instance, based on each particular set of facts, to determine whether, based on past performance, based on funding levels, the State might not in fact in some instances be the good guy and should be the one who is permitted to move forward.

Maryland's experience with a profusion of uncoordinated child care programs points to the need for the four changes I have listed above.

There are currently enrolled in Maryland in licensed day care facilities 15,634 preschool children on a full-time basis and 16,590 on a half-day basis. No one knows how many may be enrolled in unlicensed facilities. These children are in a diversity of public and private programs. My own department operates 20 day care centers, a number which will grow to 30 by next December. We also provide family day care and purchase of group day care. Throughout the State there are 96 Headstart programs, run by community action agencies; 44 day care centers for the retarded, operated by the Maryland Department of Health and Mental Hygiene; 123 private nursery schools and kindergartens accredited by the board of education and 42 early childhood education centers operated by the State board of education with the assistance of title I and III funds of the Elementary and Secondary Education Act.

As the need grew and the number of programs proliferated in our State, it became clear that planning and coordination were going to be necessary.

In recognition of this, Governor Mandel last December established an Office of Childhood Development within the Department of Employment and Social Services. Its principal mandate is to plan and coordinate child development programs so that we can make use of

all available resources—public and private—to the end that every child in need of the program can have access, and that it be a good program.

Unfortunately, the bill before you today is the antithesis of this principle. It would take us back to the chaos we are trying to leave behind. In the conduct of our own day care programs, we are emphasizing comprehensive services, encompassing educational, health, diagnostic, cultural, and social services. As an indication of the emphasis we are placing on quality, I might mention that we are budgeted for fiscal 1972 at $2,088 a year per child, which is slightly below the HEW Office of Child Development's estimate of $2,320 a year per child for a top-notch program, but well above the medium or acceptable level of $1,862.

According to Gertrude Hoffman, program specialist for day care of the Department of Health, Education, and Welfare: "Maryland is far ahead of most States in providing child care under public agency aegis."

We cite this statement from a memorandum of September 11, 1970, as testament that a State can provide high-quality service on the community level.

We are currently moving in the direction of greater community involvement. A statewide 4–C's committee is today functioning as adviser to our Office of Childhood Development. The State committee is currently organizing local committees, at least one-third of whose membership will be parents of enrollees.

In all respects we feel the State of Maryland is moving in the direction to which this bill points.

Although we are growing, we are not growing rapidly enough to meet the very great need in our State. For that reason, this program is vital to us.

According to the Labor Department, about one-third of all mothers with children below the age of 6 are working—a total of 4½-million mothers. If we apply Maryland's population ratio to the national figure, we can assume that about 90,000 working women in Maryland have youngsters under 6 who need day care. We are certain that a large percentage of these children are inadequately cared for. Many are in the care of older brothers or sisters who sometimes take turns staying home from school to carry out their adult duties. Others are in the care of a father who works at night and sleeps during the day. Others are "turnkey kids," completely on their own. And, of course, we have all heard the many horror stories about some of the unlicensed centers.

Such neglect of children is a disgrace to our rich and otherwise child-oriented Nation. Nothing is too good for our children—except perhaps good care.

We want to move forward. We believe in the comprehensive program you are offering. We hope you will make it possible for us at the State level who are, in our view, the good guys and wear the white hats, who have demonstrated the ability to carry out such a program to continue and to grow and to offer in our State at least the kind of leadership we believe we can offer to make this program a success.

Senator MONDALE. Thank you for your comprehensive statement concerning those who seek to administer such programs at the State level.

I must say that I believe Governor Mandel is one of the great Governors of our country.

Mrs. DAVIDSON. Thank you.

Senator MONDALE. I really admire him.

In picking the white hats, as you refer to them, we could choose, I suppose, the Department of HEW. Or we could choose the Governors or the mayors or the parents. We chose the parents rather than any of them on the grounds that parents knew best what was best for the children.

Of course that is what upper middle class people do all the time. They wouldn't dream of letting their children be placed under the control of other authorities. So we don't get into the question of who is better able to provide quality child care. That is clearly for the parents to do.

I gather from your comments you thought we were making the mayor the big cheese, so to speak.

Mrs. DAVIDSON. The question is who actually gets funded and whether it be a locality—and I notice you have not here set for the size of the locality. It can be a very small area, apparently, that can be funded.

Senator MONDALE. Under our bill only those projects can be funded which a parent-council approves. It is not the mayor, it is not the Governor, it is not the Secretary of the HEW and it is not the President of the United States. The power in this program rests with the parents.

Mrs. DAVIDSON. I understand that—and I have no objection to that. I think that is a good feature of the bill.

What I am suggesting is in the planning function, in putting together a program, we find in our State, or found before we started our new office, that the Social Services Administration would place a day care center immediately across the street from model cities day care center because there was something called coordination that was absent. This is wasteful. It spins everybody's wheels. It duplicates effort and it provides us less services. The approach of giving the localities or the parents the decisionmaking, the running of the program, determinations as to what kind of a program, whether the community wants a program or not—that is fine but somewhere in the world there has got to be somebody who worries about whether 15 groups are doing the same thing, doing something dicerent, approaching one target group or a different target group, et cetera. It is really in the planning field that we have concern.

Once everybody could agree that this is the way it goes, then clearly the money could go to the localities, to the parents, and they could run their program in the way in which they see fit. But we cannot, in my view, simply take the position that just like Topsy it is all going to come out in the right place. That really is the way we went to the manpower field and it does create problems.

You get competing programs, overlapping programs, the State trying to do its thing and the city trying to do its thing and the parents trying to do their thing, with nobody talking to one another. It is a practical, day-to-day problem. It is really in the planning field or in the coordinating field that I see the vital role for the State.

The State doesn't have to run the programs, it doesn't have to implement the programs, but it is a political entity.

People do elect the governor and it can provide through the planning mechanism a kind of integration which we will not otherwise get.

Senator MONDALE. I can see where a State's planning services could be valuable. I can see where the State's advisory coordinating role would be practical. But if you give the States the power I think it will dilute the parent role and result in the same kind of disappointments we have had in ESEA title I, the Johnson-O'Malley funds, the school desegregation funds and all the rest. I think all of those programs suffer from the failure to respond to the needs of the parents and the needs of the children.

Let's go back to the employment program. We did pass an employment act, but in that act we placed the control of manpower programs in communities of 75,000 or more, not in the States. We did it because after several years of experience we have been very disappointed in some of the States. For example, we have to think about what John Bell Williams wants to do for the poor black children of Mississippi. We have to think about what Governor Reagan has in mind for the children of welfare mothers in California. It is not a happy thought.

Mrs. DAVIDSON. My only point is——

Senator MONDALE. Would you give them the power to run all day-care centers in Mississippi?

Mrs. DAVIDSON. I would give them the power to submit a plan and to have the plan judged on the basis of its merits and on the basis of the State's previous experience and ability to perform in this field in competition with the plan of the locality.

I am not suggesting that you give us everything, "us" being the States, because I understand your difficulties. I am asking for an even chance. I am asking that when the State submits a plan and a locality submits a plan, that the Secretary of the HEW be given the discretion to review those plans to determine which is the better of the two plans, which of the parties has demonstrated an ability to carry forward the intent of the act, and then to make a determination.

This is my only point.

I would like the State to be given an even chance with the locality. It may be that there is another Governor besides mine somewhere in the United States who really wants to do this job with you. I think those Governors, whoever they may be, ought to be on a par with the local community.

I think the Secretary of HEW ought to have the discretion to evaluate the plan and I think we ought not to decide today that we know that no Governor is going to do that and that any locality that comes in is going to do something better for the people than what the State might do. That is my point.

Senator MONDALE. What we are saying is that we are preferring the parents.

Mrs. DAVIDSON. I understand that but you know parents sometimes have less money than the State. Localities sometimes have less money than the State. If a locality comes in with a proposal—and let's say it is a fairly large one. Let's say it happens to be as large as the city of Baltimore. If it places one day care center in the northwest quadrant and three in the other three quadrants of the city, then I take it that it

has established its geographical area. The city has much less funds to put into this kind of a program, it so happens in my State, than does the State itself.

Why should the State be prohibited from participating as a joint partner in that program, as a joint sponsor in that program? That is what you are telling us is going to happen. This, I am suggesting, may be a waste of resource, it may be a waste of talent, of technical assistance.

It seems to me that where a State is willing to add additional money to the locality it ought not to simply have to give the money to the locality, that it ought to be given the right to participate in the program.

Senator MONDALE. One of our problems with equality between parents and a State is illustrated in Mississippi. We have John Bell Williams working up a plan for the poor black children of a county. Then the parents of that county plan something for their children. Then they both come to Washington and compete for approval.

Do you think that is equal?

Mrs. DAVIDSON. In my view if you have a competent Secretary of the Department of Health, Education, and Welfare, I think it is equal.

Senator MONDALE. They come down here and in the name of State's rights say, "Now, look, are you going to say that we don't know how to handle our programs here? Are you going to turn down the sovereign State of Mississippi, or the sovereign State of California? Or are you going to listen to these radicals that want a program for their children?"

Mrs. DAVIDSON. I don't know Mr. Richardson very well. If I were the Secretary of that department it would be equal.

Senator MONDALE. That might be right.

Thank you very much.

Our next witnesses are a community panel from the city of New York.

Mrs. Patricia Williams, president of the parents organization of the Bethany-Lenox Hill Day Care Center; Mrs. Sylvia Okoronko, vice chairman of the parents organization of the Bethany-Lenox Hill Day Care Center; and Mrs. Carol Lubin of United Neighborhood Houses of New York City.

I understand the National Federation of Settlement Houses helped bring this panel together and I am grateful to them.

STATEMENT OF PATRICIA WILLIAMS, PRESIDENT, PARENTS ORGANIZATION OF THE BETHANY-LENOX HILL DAY CARE CENTER AND BOARD MEMBER, LENOX HILL NEIGHBORHOOD ASSOCIATION, NEW YORK CITY; ACCOMPANIED BY SYLVIA OKORONKO, VICE CHAIRMAN, PARENTS ORGANIZATION OF THE BETHANY-LENOX HILL DAY CARE CENTER AND BOARD MEMBER, LENOX HILL NEIGHBORHOOD ASSOCIATION, NEW YORK CITY; AND CAROL LUBIN, UNITED NEIGHBORHOOD HOUSES OF NEW YORK CITY

Mrs. LUBIN. I am Carol Lubin and I just want to explain for a second what our delegation is.

Mrs. Garson will be a little late.

In putting together our delegation we have deliberately selected parents who are also members of the board of day care centers that are in settlements. Mrs. Garson, who is a paraprofessional teacher in the settlement, and I would like to call on our first witness.

Mrs. WILLIAMS. I plan to deviate from my statement.

My name is Patricia Williams. I am the president of the Bethany-Lenox Hill Day Care Center Parents' Organization as well as a member of the board of directors of Lenox Hill Neighborhood House in New York City.

I am here as a member of the team of representatives speaking for the National Federation of Settlements and United Neighborhood Houses of New York.

My two daughters are enrolled in the Bethany-Lenox Hill Day Care Center enabling me to be employed as a departmental administrator at New York Medical College in New York City, which is currently affiliated with Metropolitan Hospital Center. This hospital serves a community largely made up of Spanish-speaking and black citizens.

In working with young doctors still in training, I have learned from them how badly the children of this community need the programs described in S. 1512. Many of them are undernourished, knowing only a life of deprivation, sickness, and hunger. The care given to them by these dedicated young physicians only scratches the surface of the problems of their lives.

We who are involved in early childhood programs feel that S. 1512 is generally a good, useful, and vitally needed piece of legislation and urge that it be reported for action by the Senate and passed. I, myself, am particularly pleased that this legislation calls for local prime sponsors which can deal directly with the Federal Government instead of being involved in political infighting between State and city which is now taking place in New York.

They can deal with the Federal Government instead of being involved in political pulling and tugging between State and city which is now taking place in New York. Coming from Metropolitan New York and having lived in upstate New York for a number of years, I come from a State where the decisions for the city are made largely by representatives of those people living in upstate communities which are largely rural communities.

We are faced now, as a matter of fact, with a situation in New York where the State has decided that in order to receive Federal funding—because they have more money—to change the requirements as far as day care in New York City is concerned; 96.3 percent of the day care services in New York State are located in New York City. What this will do is prevent a family of four making more than $7,500 a year from getting any kind of day care services. It will raise fees beyond the scope of the pocketbooks of some of these people who depend on day care to make their living. It will take away day care from a lot of people in New York City who need it and it will prevent anybody who does not have it now from getting it in the future.

This is why I feel if we can deal directly with the Federal Government—not to give the State Governor the black hat or the white hat, necessarily, but simply to be able to deal with the Federal Govern-

ment based on our local needs and not get involved in funding and political influences which are rampant in the State of New York now.

It may not occur in Maryland but it certainly occurs in New York State.

Senator MONDALE. I am sure they have none of it in Maryland.

Mrs. WILLIAMS. I am sure they don't.

I have read Senator Mondale's introduction of S. 1512 in the Congressional Record of April 6, 1971. I found it to be a fine, noble speech expressing the vital needs of our children in this country. However, I feel that S. 1512 itself lacks a very illusive ingredient. It does call attention to, among other things, the nutritional and health needs of our children which are tragically evident today.

I, myself, lived in Vermont and in upstate New York for 5 years, and saw young children who did not know what ice cream was, who had never had a home without a dirt floor, or slept a winter's night without freezing from the cold coming through the plastic windows, and whose chance for breaking out of this environment was small indeed.

However, the quality of the teaching and care which the children in these programs receive is vitally important. This is the illusive ingredient which is not emphasized in the bill as much as I would like it to be. Our children deserve the very best of everything.

Briefly, I should like to comment on what we as parents, given proper funding, would consider an ideal day-care situation. We see day-care centers all over the country available to families and children who need them or want them, staffed by professionals, paraprofessionals, and community citizens, all working together to give the children a healthy, stimulating, and joyful learning experience.

We see all the staff within the day-care structure well trained whether through in-service programs or other sources, for the complete development of every child's potentials.

I am delighted that S. 1512 calls for parent representation especially on the local policy councils. I do not feel that one specialist in early childhood development on a local policy council is enough. I would think that parents whose children are involved in these programs would rather have 50 percent representation on these policy councils and more experts in childhood development to help us give the children the best programs possible.

As parents we all want the best for our children but unfortunately love and affection do not necessarily qualify us to decide which programs are the best for our children.

I would also like to call attention to an area which is not covered by S. 1512. Children in the ages of 3 to 10 are subject to various minor infections, common colds, et cetera. When a mother finds her child has a cough or a cold, she is faced with the problem of either staying out of work or finding a babysitter to come to the home, if she can afford it. She cannot take the child to the day care center for fear of infecting other children and also exposing the child to too strenuous activity for his condition.

I would like to see an infirmary or clinic in each day care center set aside for children who are not seriously ill, where they would be cared for by professionals and still involved in moderate activity separated from healthy children. Public health nurses or physicians

could certify for the director of the center that the child was able to attend the infirmary or clinic.

With two children who periodically have upper respiratory infections, I can testify to the tremendous relief this would be to the parents who are under pressure to maintain a steady work record.

In closing, may I simply stress on behalf of those parents, and their children whom I represent, 100 percent support for S. 1512 and the hope for its passage into actual legislation. It can only be a sound investment for all our futures.

Mrs. Okoronkwo. My name is Sylvia Okoronkwo, and I am a full-time registered nurse at the New York Hospital. As was indicated by the previous speaker, I am part of the National Federation of Settlements—United Neighborhood Houses team which is testifying in general support of S. 1512.

As the parent of one child in day care—and with two older children of elementary school age attending a settlement house after-school program, I can personally vouch for the importance of qualified day care and child development services. I can also attest to the fact that I would not have pursued my own career or rendered service to others had I not been able to find satisfactory care for all three of my children.

My two older children attended the Bethany-Lenox Hill Center until they began elementary school. If I gave up my professional career and stayed at home to take full responsibility for the care of my children, I would find myself on the welfare roll and not only be a financial burden on society but also diminish the strength of the medical services which we so badly need in the country. As you may be aware there is an acute shortage of trained medical personnel, especially nurses, in the United States and in the world as a whole. The medical profession is expanding and needs more specialists at all levels.

I work days, evenings, and nights in an intensive care unit caring for patients who have had open-heart surgery. There are hundreds of thousands of mothers who render similar professional and essential services to communities and the country who would be lost to welfare rolls because of inadequate facilities in day care centers and community houses. Because I believe in parental responsibility both in operating day care centers and in guiding settlement house policies, I am now serving on the parent committee of the day care center and the board of directors of the settlement house—Lenox Hill Neighborhood Association.

As a registered nurse, I believe I am in a particularly strong position to comment on both the flexibility of programs covered by S. 1512 and the variety of the need of our population for diverse programs. I see so frequently, as I deal with patients, the cost to them and to our people as a whole, of inadequate services for our children; of inadequate nutrition, of inadequate understanding of the needs of special groups—the handicapped, the minority, or the culturally different, the family with language problems and also the specially gifted and the over-restrained, to mention only a few.

From my experience as an R.N., I am aware of some of the special problems that must be faced in dealing with the very young, on the one hand, and the older children on the other. I am, therefore, very happy to find that the bill takes their problems into consideration

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and makes provision both for their care and for training of staff to help provide for their development.

In this connection, we need more than just babysitters. More money should be provided so that the day care centers would be in a position to give more than just custodial care. More money is needed for comprehensive quality programs, programs which will help the child to develop and utilize all its potential. I am aware, however, of two inadequacies in the bill.

First, not enough money has been appropriated to secure adequate staff, provide for their training needs, and obtain the particular facilities that may be needed.

Second, there is no specific place within the structure of the local policy council for representation of these needs and of the special expertise that may be needed to develop the most feasible local plans to cover these children and their families. If I were a parent member of a local policy committee, I would not want to have to speak regularly for all the factors concerned.

On behalf of those I represent, I offer full support to S. 1512.

Senator MONDALE. Thank you very much.

You say you have three children?

Mrs. OKORONKWO. I do, sir.

Senator MONDALE. What ages are they?

Mrs. OKORONKWO. My older child is 9 years old. The one next to her is 8, and the last child is 5.

Senator MONDALE. And the two older ones go to elementary school?

Mrs. OKORONKWO. They do.

Senator MONDALE. And are gone during the day?

Mrs. OKORONKWO. Yes.

Senator MONDALE. And the youngest child goes to the day care center?

Mrs. OKORONKWO. Yes.

Senator MONDALE. What do you think of the services you get at the day care center? Do you think the child gets the decent care she needs?

Mrs. OKORONKWO. The one going there presently does indeed. As a matter of fact, she has been guided in such a way that I feel that she has developed beyond the normal child's development. Recently we were allowed to take the records of the examinations which she passed. This test was exposed to her through the facilities of independent schools in New York City and State. She won a scholarship through this and will be going to an independent or private facility.

So I think they developed her very well. She went to Lennox Hill Neighborhood Day Care Center when she was 2 years and 11½ months.

Senator MONDALE. What kind of program do they have? Maybe you could tell us how much they spend annually per person. Does anyone know?

Mrs. WILLIAMS. Per child?

Senator MONDALE. Yes.

Mrs. WILLIAMS. I think it's in the neighborhood of $2,700.

Mrs. LUBIN. We would like to add this to the record later. It might be worth noting that one of the big advantages of day-care centers in settlement houses is that they have been receiving reimbursement from the city on the basis of part-city and part-Federal and part-State funds for each child on the basis of their own budget. They also add

in a very substantial factor in that the space is given by the settlement and is not paid for by the city at the moment, and they add in extra administrative and other services, since they have several other programs from which they can draw.

In this respect day-care centers in settlement houses are in a somewhat stronger position than day-care centers that are all on their own. This is one of the reasons why both of our ladies are members of the boards of both the day-care house and the settlement center. The expenses run quite close to $2,600.

Senator MONDALE. Is it comprehensive child care with education, health, and nutrition?

Mrs. OKORONKWO. Definitely.

Mrs. WILLIAMS. The settlement house has a full-time nurse.

Senator MONDALE. How many children in the day care center?

Mrs. WILLIAMS. Ninety-five. That includes an after-school program where the children are picked up from the local public school, brought to the settlement house to the day care center.

Senator MONDALE. How many children do you have?

Mrs. WILLIAMS. Two.

Senator MONDALE. And how many in the day-care center?

Mrs. WILLIAMS. Both.

Senator MONDALE. How old are they?

Mrs. WILLIAMS. Four and five.

Senator MONDALE. What do you think of the services they receive?

Mrs. WILLIAMS. It's my livelihood, really. It has given me the opportunity to work. It has given me the opportunity to watch my children develop.

Senator MONDALE. What do you do? What is your job?

Mrs. WILLIAMS. I am a departmental administrator in a medical college.

Senator MONDALE. You don't have to answer this. What does that pay?

Mrs. WILLIAMS. About $8,000 a year—are you talking about gross or net? It's quite different.

Senator MONDALE. What would happen if they had a day-care center where the children were not offered this developmental care but were simply kept during the day, with no decent health or education services. What would you do?

Mrs. WILLIAMS. Since I am alone and have no choice, either to work or to go to the welfare rolls. If I had the choice of putting my child in a situation where I felt it would be detrimental to her I would not leave her in that kind of situation.

Senator MONDALE. Which would then mean you would go to welfare?

Mrs. WILLIAMS. Yes. I don't know what I would do but I would not put my children in a situation I felt was detrimental to them. I don't think any day-care center can be detrimental to a child but I think that if it is a glorified babysitting service, then that can be very detrimental to a child.

You have a child who is going through its most crucial age of development, and it's a very sensitive thing you are working with. For myself, I can only say that to me Lennox Hill has been just the greatest thing that ever happened to me and to my children. I would love to see every day-care center in this country exactly like that one.

Senator MONDALE. Do you think most of the day-care centers in New York City are of the same quality?

Mrs. WILLIAMS. Not by any means. Not anywhere near it.

Senator MONDALE. Would you comment on that?

Mrs. WILLIAMS. I think it is unfortunate that because of problems in our State government and because of the localities in which these people live who really need the day care centers, that there are not sufficient facilities, and they don't have the money to hire the kind of professionals and well-trained people that they need. The parents sometimes come from foreign countries and don't understand the language, and don't know what their children are learning. They are not getting anything except glorified babysitting services.

These parents are valiantly trying to stay off the welfare rolls. My mother works for the New York State Employment Service and she sees countless numbers of women every day who are trying very hard to find jobs, to find a day-care center to take their children. There are no places available. There is not enough money and there's going to be less in New York now.

Senator MONDALE. How many applications do you receive? How many do you have to turn down?

Mrs. LUBIN. In New York there are more children on the waiting lists than there are in day care.

Senator MONDALE. Do you know how many are on the waiting list for this center?

Mrs. WILLIAMS. For Lennox Hill Center? I believe that number at Lennox Hill is not as large as the waiting list at other centers in the city, simply because it's located in a neighborhood that is very mixed. It is on the East Side, which is a high-income neighborhood. There is a waiting list but not as large as at other centers.

Mrs. OKORONKWO. I think it's also due to the fact that the people coming from that neighborhood are mostly senior citizens or in the upper income bracket and they would not need that facility, because the neighborhood has changed. Then there are a few of us who do need the facility, which would reduce the waiting list comparatively.

Senator MONDALE. Thank you very much for a most useful statement and for a view of what these centers mean to you as parents. It's very helpful to us.

Mrs. LUBIN. Senator, could I just add one thing on the waiting list situation?

What has been said about Lennox Hill is obviously true but in most of the city the waiting lists are not only large but one of the things that has worried us so. Take for example the lower East Side in New York, where we have been trying to have a coordinated approach to the problem.

We know that there are quantities of parents—we lack the research funds to determine exactly how many and this is why we are glad to see this kind of provision in the bill—who know that the day care centers, both good and bad, are closed, and that they cannot take any more in at the moment. Therefore they have ceased to register. We keep hearing both from the welfare offices and through the schools of the quantities of mothers who would get off welfare if they could find a place, and others who are earning low incomes and who are seek-

ing places. This is also particularly hard on the after-school programs for kids from the age of 6 on up.

I am pleased to see that your bill goes up to age 15. Those mothers must find some way of looking after their children. The city is just beginning to fund after-school programs as independent programs related to the schools. That is, not necessarily in the schools but as part of them. This is the kind of problem in our current fight between the city and the State.

These children are going to be rejected completely because the fees are so high they will not be able to afford to go into the after-school programs.

Mrs. Garson has still not arrived. I hope it will be possible to provide for her statement.

Senator MONDALE. Thank you very much. We will include her statement as it reads. Our next witness is Mrs. Phyllis Robinson, who is a delegate to the White House Conference on Children and a Headstart parent.

I might say that Senator Javits could not be with us this morning but he is the principal cosponsor of this measure.

We are very pleased to have you here with us this morning, Mrs. Robinson. Thank you for coming.

STATEMENT OF PHYLLIS ROBINSON, DELEGATE TO THE WHITE HOUSE CONFERENCE ON CHILDREN AND YOUTH, HEADSTART PARENT, PROVIDENCE, R.I.

Mrs. ROBINSON. Thank you, Senator Mondale.

First I would like to read from my statement. I hope it's been passed out among you by this time.

Senator MONDALE. Yes. We have it.

Mrs. ROBINSON. Senator Mondale, members of the committee, ladies and gentlemen, my name is Phyllis J. Robinson, former chairman of Headstart Board of Directors, Inc., in Providence, R.I., former chairman of region I, OCD–HEW, parent advisory council and first vice-chairman of national parent advisory council, and delegate to the White House Conference on Children and Youth. Thank you for asking me to testify in support of your comprehensive child development bill.

Throughout the past 5 years I personally was gifted as many other parents with a program affectionately known as Headstart. Like a child during its infancy, great care and moneys are poured into it and first-class treatment is given all the way.

The need was great, this innovative program reached out for certain segments of the poor population and could only administer to those children of great need who met the poverty requirements, thus leaving behind those children whose parents were working and because those parents made $20 over the poverty line they could not be accepted, and if they were it was because of a greater need.

In Providence, we have at least 1,000 children, 3 and 4 years old, on waiting lists to get into Headstart. If you included those children just over the poverty line, there would be 2,500 on the waiting list. Many Headstart parent groups are faced with similar situations, not enough money, thousands of children on the waiting lists, making decisions on

a suitable classroom, where it will be located next year; worrying about continuous replacement of classrooms from church basements or schoolrooms.

Parents want to serve more children, but moneys are not available. More money must be provided, and it must be secure—such as funding for a 2-year period. Parents want a day-care situation and Headstart can and is becoming just that—we need money to employ more staff to help with children.

Parents do not want to be forced to work as I am sure you understand this as many feel a mother's place is in the home, and with their children. I feel as a parent that their wishes should be respected.

Parents have come a long way as part of the Headstart family. They serve as volunteers in the classrooms; many work in paid positions as consultants and some volunteer and with directors at the administration level.

Many parents desire jobs but no new moneys are available in the program, but with this new bill, Comprehensive Child Development Act, there is hope for many of us to obtain jobs and remove ourselves from despair to dignity.

Parents and former parents should have a strong involvement in programs, as members of the Child Development Council and the local policy councils that this act entails.

Parents of low income would welcome parents of upper income brackets into the program provided there is no threat to the content of the program and that its priority remains with the poor. You see as in the past, many feel like myself that just as soon as a program gets too good it is no longer a product of the poor people but instead belongs to those who can afford to pay for its services.

I hope I have been able to show you that there is a desperate need for your Comprehensive Child Development bill. But we are very concerned about any moneys going directly to the State. What safeguards will there be for poor people and parents then? States are not sensitive or responsive to the poor; they don't want parents to be involved. The Government has been in business for a long time and it doesn't want parents disrupting things.

If States do get this money, their rigid laws will be employed and many people will forfeit their present jobs. Noncertified teachers already employed in Headstart programs must be assured that their jobs will be maintained.

A wise man once said:

"Some people see things as they are and ask why. I see things as they might have been and ask why not."

If the poor were given a chance to control their own destinies and were supported by human faith and the Government made moneys available with guidance, I am willing to bet that poverty would be on its way out.

Senator MONDALE. Thank you very much for a most useful statement, Mrs. Robinson.

Why do you believe that parents' involvement in the control of these programs is important?

Mrs. ROBINSON. Well, sir; as in the past and as you probably know, parents have been trying desperately to be heard. In the school system throughout the United States of America you will note that there

are often confrontations on what is best for this child. Parent involvement means many things.

It means the parent relating to the child, the parent relating to the administration. I think if parents were given a far better role—I hope I am on the right question?

Senator MONDALE. Yes, you are.

Mrs. ROBINSON. If parents were given a far better role such as one of decisionmaking, not of advisory, you know, and they were listened to, they were given a greater voice, I don't think this confrontation would exist.

Senator MONDALE. There seems to be a feeling among most Americans that they know exactly what is best for their children.

Mrs. ROBINSON. Yes.

Senator MONDALE. But when it comes to poor folks, there is a feeling that they don't, isn't there?

Mrs. ROBINSON. Exactly. I feel that too long the so-called bureaucracy has made decisions as to what is best for the poor. I feel that now that the poor have become educated in masses per se as a result of Headstart, as a result of many poverty programs that have been in existence, that parents have found themselves capable of speaking on what is best for their children.

Senator MONDALE. Do you think there are enough people around to operate good programs if we did get the money for them?

Mrs. ROBINSON. Certainly.

Let me state this to you, that in Providence alone we cut back from 800 children to 420 over the past 5 years. Those parents that were suddenly thrown back onto the welfare rolls are out of work. I would say to you, give me 30 days and I could find at least 100 or 200 parents that would be capable of operating a program.

Senator MONDALE. How did you get involved in Headstart?

Mrs. ROBINSON. It all began with a knock on the door and a lady standing there and saying, "I'm the family worker from Headstart," and also my nephew was involved in it. His mother was too busy so I went to meetings and I sort of got hung up there.

I realized that this is a new type of innovative program. It has different types of curricula. I was a sort of withdrawn person. I was also fearful of the landlord, fearful of answering doors. Once I became involved, it was just like, wow, like there are people out there who really listen, you know, like there's a director or perhaps an assistant director who will really talk to us. People at the administration level and people of my level could really relate to them. So it really brought me on, so to speak.

Senator MONDALE. How many children do you have, Mrs. Robinson?

Mrs. ROBINSON. I have four.

Senator MONDALE. Are any of them in the Headstart program?

Mrs. ROBINSON. Angel Robinson is my daughter.

Senator MONDALE. How old is she?

Mrs. ROBINSON. She is four.

Senator MONDALE. Do you work in addition to caring for the child?

Mrs. ROBINSON. Part time. I am a trainer. I am also on the welfare rolls and I have to report all extra moneys. I am a consultant, a parent consultant. This will give you an idea of what parents can do. I live in the ghetto which is in the heart of Providence. I exist there. I have been

going to meetings and conferences, sent by the board of directors which I am on. I have a contract to go out and consult other units. I teach parent groups the philosophy of Headstart, you know, the nine categories. I also train administrative staff and the Headstart staff.

Senator MONDALE. Thank you very much for a useful statement.

Senator Pell, of Rhode Island, could not be with us today. He is a cosponsor of the proposal which we have before us, and also, of course, in a key position as chairman of the Education Subcommittee.

I am most grateful to you for your most useful statement.

Mrs. ROBINSON. Can I make a closing statement?

Senator MONDALE. Certainly.

Mrs. ROBINSON. I would like to say something to you:

In Providence we have a situation, as the model cities program is in South Providence, which is considered one of the worst parts of Providence, where I live. The model cities in Providence, Rhode Island, is delegating the child development center to the Headstart board of directors which is a two-thirds parent group and one-third professionals. The model cities is assisting in relocation and is remodeling a shopping center to house both day care and Headstart. I think the achievements in Providence, R.I., have been tremendous for the parents involved and through their learning.

Senator MONDALE. You made a point here that is often missed; namely, that for all of the frustration and public concern about the poverty programs, it has awakened millions of Americans and provided a whole new generation of leadership among the poor; a generation capable of understanding problems, capable of speaking for the needs of its own people, and now becoming increasingly knowledgeable about how to assert its rights and win its points of view. Ten years ago I don't think that was true.

Mrs. ROBINSON. No, sir; I think Headstart brought us a long way. The parents from the local centers go to meetings and the doors are opened and someone says, "Come on, let's have a cup of coffee. Let's air your problems." That is the first step in the right direction. If you take that fearful parent out of the ghetto and let her know she is needed and wanted—to me, I feel like its a circle of roses where you have the child in the center, the teacher and the social service center directly and the case aid and the teacher aid, all around the child, all the facilities of Headstart. It's sort of a circle of love and it deals with the Headstart family, which we are now, a Headstart family. Everybody is concerned about the child. Everybody loves the child. Everybody is concerned about its well-being.

I think this is what made Headstart work, it is the common concern, the common love that we have for the child.

Thank you, sir.

Senator MONDALE. Thank you very much for your most useful statement.

I understand there is one witness from New York who is not here. We will take her statement along with any others who could not attend, and other pertinent material submitted and enter them in the record at this point.

(The material referred to follows:)

PREPARED STATEMENT OF MIRIAM GREEN ON BEHALF OF THE NATIONAL FEDERATION OF SETTLEMENTS, UNITED NEIGHBORHOOD HOUSES AND THE CHILD CARE CENTER OF HUDSON GUILD, NEW YORK

My name is Miriam Green. I am presently a teacher aide in the day care program of the Hudson Guild Child Care Center. Like the previous two speakers, I am a member of the team of the National Federation of Settlements and United Neighborhood Houses. Before my present employment as a teacher aide, I served for six years as an assistant at the Hudson Guild Head Start program. I also worked during two summers with their summer playschool program. I grew up in the neighborhood of Hudson Guild and am a graduate of Charles Evans Hughes High School. I am now attending the New York University training program and am working for a degree to become a teacher. While I now live in the Bronx, I remain loyal to the Lower West Side - where I grew up and where I work - as my community.

Since I am a teacher aide in training, I am going to emphasize in my testimony the education and training provisions in the bill. I was particularly pleased to find that preservice and inservice education are provided for in both sections 514 (J) and 531. Those of us who have been working our way up a career ladder in the child development field recognize the need for continuing education as essential and are pleased that the sponsors of S. 1512 have given recognition to

this need. However, I know that many of my colleagues share my feeling that the following items need to be clarified:

A clear distinction should be made in this bill between continuing education and inservice training.

First, an inservice training component is essential to any effective program. This is different from the planned administrative staff meeting of a program which is necessarily taken up with sharing of procedures, new policies and regulations--both governmental and from the Policy Council, as well as other procedural and management issues. A regular program of inservice training is necessary for learning new techniques of working with children and to provide opportunity for all staff to share their knowledge and to upgrade the total staff functioning as a team. Additionally, inservice training provides continuity to the program and brings together all levels of staff in a joint experience. Our experience with joint sessions of professional and paraprofessional staff in the training program has proved very helpful to both groups. Moreover, inservice training provides opportunities for bringing the staf of various kinds of child care programs together and thus enhances the service we can render to children and to families. For example, it makes possible a sharing of experiences of day care center staff and of program staff from family day care.

On this basis, I feel that both time and additional funds need to be included for inservice training in the development of the child care plans outlined in this bill.

Second, continuing education implies the opportunity for our participation, in a formal, educational, institutional setting, where the primary learning focus is on the theory and the method of education. Participation in a program of continuing education should add to further academic recognition and ultimate certification as a teacher. This should lead to better job performance and to open more job opportunities for the individual.

In my own case, I would greatly appreciate the opportunity to further my education so that I can increase my own development and have more to offer the children and families with whom I work. As I stated earlier, I started my career in Head Start with a high school diploma. Through that experience, including participation in Head Start inservice training, I have been encouraged to further my education. In fact, I have been attending New York University at my own expense, but I have found that it is an extremely difficult thing for me, especially since the tuition fees have now gone up. The present cost of further education on my limited teacher aide income is extremely difficult. Nevertheless, I should note that in New York City some opportunities are provided, but they are not enough. The kind of model for continuing education provided by the Career Opportunity Program of the Office of Education, should be, with modification, built into S. 1512. I recommend that S. 1512 be amended to include the opportunity for a staff

member, with less than a master's degree, to be paid for released time from the job for the actual time spent in school and necessary travel for school and that provision for payment for tuition, books and other educational costs should also be included. I would add that strong encouragement should be given to institutions of higher learning, particularly community colleges, so that they will develop curricula and time schedules adapted to the needs of the many thousands of people like me across the country.

As a teacher aide in New York State, I am also gratified to note that no person will be denied employment in any program solely on the ground that he fails to meet State teacher certification standards. Such requirements have been a very real barrier both to the employment of community people in career ladder jobs and to the use of our skills and innate ability to work with children. But I also want to add that we would not like to see this provision used to diminish the educational and professional contributions that are so vitally needed - nor to lessen the opportunities for training made possible under this and other programs.

Next, I should like to testify very strongly in favor of the provisions for services to meet the need of all children to understand the history and cultural background of minority groups. (Incidentally, my husband is Black.) In particular, I welcome the provision that plans shall provide for regular distribution of information "in the functional language of those to be served." Those of us coming from a Spanish-speaking background - I am Puerto Rican - who came to this country at the age of four - know all too well how difficult it is for families, as well as for children, to deal with materials and understand many of the problems

involved when we must interpret the language used - to ourselves, to our parents -- to our children. Incidentally, the use of Spanish in our mixed early childhood classrooms also helps the non-Spanish speaking children to pick up a second language. So many parents - and children - needing or seeking help with the development of their children simply do not know how to find it because they do not easily express themselves in English. Specific funding to meet this need should also be spelled out in the bill and be available from the earliest possible moment.

Finally, I should like to conclude with a strong endorsement of the provisions permitting immediate funding of these programs. It is my strong hope that my community - as well as others - will benefit from all its provisions, particularly at a moment when all our most needed and helpful programs are being undercut by the proposed budget cuts and, particularly in New York City, by the vindictive attitudes of some of our upstate legislators and administrators to the special needs of the citizens of New York City.

STATE OF MICHIGAN

William G. Milliken, Governor

DEPARTMENT OF SOCIAL SERVICES

LEWIS CASS BUILDING, LANSING, MICHIGAN 48926

R. BERNARD HOUSTON, Director

June 10, 1971

Chairman, SENATE EDUCATION
& LABOR COMMITTEE
U.S. Senate
Washington, D.C. 20515

Dear Sir

The Midwest Adoption Facilitating Service was founded in 1967 for the purpose of establishing a regional center for sharing ideas, findings and resources, problem identification and solution, to upgrade programs and to improve planning. The organization is comprised of the 92 child placing agencies within the midwest region of the Child Welfare League of America.

At the MAFS Board of Directors meeting in Omaha on April 18, 1971, the enclosed resolution was passed asking for the commitment of all MAFS member agencies and all agencies in the United States and Canada, as well as the Child Welfare League of America, in making an all out effort to find adoptive homes for Black children with the goal of resolving this need within 5 years.

We are asking that your organization support and explore every possible means of implementing and promulgating this resolution.

Sincerely yours

Emmett K. Turner

Emmett K. Turner, ACSW
Resolution Task Force Chairman

EKT:mg
Attachment
cc: Milton Erickson, President

MIDWEST ADOPTION FACILITATING SERVICE
RESOLUTION

CHILDREN WAITING FOR HOMES

WHEREAS surveys continue to reflect a large number of children waiting for parents through adoption,

WHEREAS a large number of these children are of Black heritage,

WHEREAS there are a number of successful programs throughout the country which have demonstrated that adoptive homes can be found for these children,

WHEREAS the Child Welfare League demonstrated that the child of Indian heritage is no longer facing the same problem of waiting for parents after a special emphasis program ten years ago, therefore

BE IT RESOLVED that the MAFS region make an all out effort to find adoptive homes for the Black child and set as their goal necessary action for resolution of this problem within five years.

BE IT FURTHER RESOLVED to employ the following methods to meet the above goal:

1. Recruit the help and commitment of every child placement agency and resource in the MAFS area and throughout the U.S. and Canada.

2. Request the Child Welfare League to sponsor a national symposium giving national attention to the problem - bring in agency people to study the workable programs plus coming up with new ideas to share with all agencies so they may have the tools and knowledge to recruit necessary homes - equip them and offer meaningful follow-up services.

3. Sponsor a MAFS regional follow-up of the national symposium with a regional conference to involve all 92 MAFS agencies in this special five year thrust. That this be a working conference where every agency will participate in working out necessary methods to reach our goal and be committed to carrying out this method within their agency and state.

The League of Women Voters of the United States

June 2, 1971

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Special Assistant to President and Board
Miss Dixie Drake

The Honorable Walter F. Mondale
United States Senate
Washington, D.C. 20510

Dear Senator Mondale:

Thank you for your letter of May 10 requesting information from the League of Women Voters of the U.S. regarding the pending "Comprehensive Child Development Act of 1971" (S. 1512) which you co-sponsored. The enclosed brief statement outlining the League's interest in day care and child development is submitted for the official record of the Senate Subcommittee on Children and Youth.

We would like to commend you and the other sponsors of the bill for the excellent provisions for parental involvement and for local delivery mechanisms. Any weakening of these provisions would, we believe, be detrimental to the programs and to the goal of full participation of citizens in programs which affect them.

We appreciate the opportunity to express our views. Best wishes.

Sincerely,

Cynthia Hannum
by pr
Mrs. Irwin P. Hannum

Enclosure: S. 1512 statement

The League of Women Voters of the United States

June 2, 1971

STATEMENT TO THE SENATE LABOR AND PUBLIC WELFARE

SUBCOMMITTEE ON CHILDREN AND YOUTH

IN SUPPORT OF

S. 1512

THE COMPREHENSIVE CHILD DEVELOPMENT ACT OF 1971

The League of Women Voters of the U.S. supports S. 1512 which provides a comprehensive approach to day care by initiating federal support for child development programs. We have supported Head Start since its inception, primarily out of concern that disadvantaged children should have early learning experiences to prepare them to take advantage of educational opportunities in the regular school system. In addition, the League has recognized the need for public support of day care facilities and programs to allow low-income parents to take advantage of training, education and work opportunities. It is clear that the early years are crucial to the child's total life development -- in fact 50% of his learning takes place during his first six years of life. Thus, we believe that day care must be more than elementary custodial care for children of working parents and more than "Head Start" efforts to compensate when it may be too late. It must be comprehensive attention to the child's growth needs and potential at the earliest possible stage.

We are particularly pleased that S. 1512 gives priority to children from low-income families by providing that 65% of the federal share will be allocated for such

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children, and that children below the Bureau of Labor Statistics (BLS) lower living standard will be eligible to receive free services. We see an additional value in that S. 1512 provides for the inclusion of children from families above the poverty level with priority given to those from single- or working-parent homes. These stipulations accomplish two essentials: they insure that those with the greatest need are served first, and they create the socioeconomic diversity so crucial to quality learning situations. We believe this is the soundest basis on which to build toward the goal of day care and child development services for all children.

The prime sponsor delivery mechanism by local units of government is sensible and will undoubtedly prove to be very successful. The proposal to establish area-wide Child Development Councils to receive input from Local Policy Councils and to act as conduits for funds is a viable concept. Allowing cities of any size to act as prime sponsors assures local control and thus local flexibility in determining the type of day care needed. The full involvement of parents and community on Local Policy Councils as provided in S. 1512 is crucial to program effectiveness. We think the experience of Community Action under OEO has proved the validity of involving people in programs that directly affect them and their children. By emphasizing the role of parents, comprehensive day care becomes a family program -- one in which parents control and are accountable for their children's lives. The provision for hiring low-income persons and for training them in career opportunities is consistent with a comprehensive approach to meeting needs of low-income families.

We believe the level of authorization -- $2 billion the first year, $7 billion the second, and $10 billion the third -- is the absolute minimum. All the cost figures that we have seen indicate that providing comprehensive day care for preschoolers and after-school programs for latch-key children is expensive. The $2 billion the first year should make a start toward the goal of adequate services to meet the health, social and educational needs of this nation's children.

It is because S. 1512 would provide real progress toward national comprehensive child care programs that we file this statement of support for the official hearing record.

Statement Submitted by

The National League of Cities
and
U. S. Conference of Mayors

on

S. 1512, Child Development Act of 1971

before

Senate Subcommittees on Children and Youth and
Manpower, Poverty and Unemployment

Introduction

The National League of Cities and the U. S. Conference of Mayors have repeatedly throughout the years supported and called for increased funding of Head Start and related day care and child development programs. Mayors and the cities that they represent have been in the forefront -- since the inception of OEO -- supporting these vital programs. These programs, while not fulfilling the overall needs, have benefited thousands of children now residing in our cities. But the present effort is not enough. While thousands of youngsters are benefitting from these programs, others are not. And even the benefits of today's programs are not sufficiently comprehensive to provide the nutritional, education, medical and other services so direly needed for the disadvantaged as well as the children of middle income families.

The question is one of national priorities. Can the Nation afford to continue to take a chance on its human resources. Can the Nation afford to risk not investing properly in its future generations. The statistics show -- and it has already been pointed out before this Committee -- that less than 10% of our federal budget represents all federal expenditures for our young people up to age 21, and yet this age group represents 40% of the population. Indeed, the comprehensive development of our children now living in our urban areas is a priority which cannot be questioned.

Funding

The Comprehensive Child Development Act of 1971, S. 1512, would authorize funds essential for this urgent need and would move our federal budget a step forward in readjusting to the needs so crucial to our cities. Therefore, both the League and the Conference endorse the concepts embodied in S. 1512.

Quality care for every American child should be a priority goal of the federal government. The funding authorized by S. 1512 moves our nation one step forward in meeting that goal. To those who argue we do not have the personnel to match the funding in this legislation, we would urge that they take a look at the number of unemployed professionals and semi-professionals and others within our cities. That vast amount of talent lies dormant and could be activated to meet the goals embodied in this legislation. In addition, through our ongoing programs, we have learned that individuals who lack substantial formal education can be trained rapidly to assist immeasurably in the area of child development. With substantial funding the job can be done. Again, too much is at stake to deny adequate funding on the grounds that we cannot develop the personnel to provide adequate programs for our youngsters. S. 1512 provides funds for training and with the other individuals mentioned above, the task can be met and comprehensive programs can be started in our cities as soon as Congress and the Administration act.

Local Prime Sponsors

The National League of Cities and the U. S. Conference of Mayors, representing the mayors of over 15,000 cities, both large and small, are pleased to have joined with education groups, labor unions, religious groups, minority groups, women's organizations, and citizen groups in a coalition for the common purpose of enacting comprehensive child development legislation in this session of Congress.

While there are many bills before the Congress, the League and the Conference endorse the concept of local control embodied in S. 1512. Last year, efforts on the part of some members of Congress to push through child development legislation without giving cities the opportunity to operate local programs caused grave concern to both the League of Cities and the Conference of Mayors. This legislation did not provide the opportunity for communities to plan, coordinate, and operate their individual programs. To be specific, our concern was that the legislation was too state-oriented. For this reason, we endorse wholeheartedly the language of S. 1512 which gives the localities preference over state governments for prime sponsorship. The mayors are the officials closest to the problems and needs of the youngsters that the programs created would serve. No governor should have the right to veto the funds, the concept or the local coordination of child development programs. Child development programs, as has been illustrated, are personalized programs -- unique and different from programs in other cities. Therefore, each community must be allowed to tailor its own programs to meet its own needs -- without interference from state officials who, while motivated by good intentions, are not close enough to local problems to understand and provide the adequate individual response. Hence, we urge direct funding, federal to local. And we urge local control -- local officials joining together with citizens within individual cities to plan, coordinate and operate programs that are responsive to local needs.

Population

The question has been raised as to what size city should be allowed to plan and operate these programs. The answer is that every city, regardless of size, if capable and willing to provide the quality program called for by law, should be allowed to do so. While some would argue that smaller cities are not capable,

we would disagree. In many smaller cities today -- some of the most innovative and successful programs exist because the community leadership joined with their citizens in a worthy, common goal -- the development of the young people residing therein. Therefore, we would urge that there be no population cut-off. Instead, every city should be funded directly and allowed the opportunity to plan, coordinate and operate individual programs with adequate funds from the federal level.

Head Start

As mentioned above, the Head Start program has had the strong support of both the League and the Conference since its creation. There have been attempts to destroy this significant program, through legislation and proposed funding reductions. While S. 1512 reserves funds for the disadvantaged equal to FY 1972 levels, and requires the continuance of on-going Head Start programs unless there is a local determination to do otherwise, we must also have language which assures cities throughout the Nation that they will not receive less under the formula contained in S. 1512 than they now receive. In the past, we have had some problems with formulas within legislation which consolidate programs and no city, since the present need is so great, can afford a reduction of these vital funds.

Child Development Council

In the procedure established by S. 1512 for setting up the Child Development Council, we think some clarifications should be incorporated relative to the one-third "poor" requirement. (We assume, since "poor" is not defined in the legislation and in light of the subsequent provisions of free access to the child development centers of children whose parents earn less than $6,900 [BLS definition of lower level income], that these parents would fall within the definition and thus qualify as the one-third "poor" representation on the Child Development Council. If this is not the case, perhaps con-

sideration should be given to incorporating this as part of the definition.) In the event, however unlikely, that the half of the Child Development Council elected from the Local Policy Councils do not make up the one-third "poor" requirement, it would thus seem incumbent upon the mayor to appoint such members. In our opinion this would severely restrict the flexibility of the mayors who, as set up in the bill now, are only able to appoint half of the Child Development Council. We feel that requiring the mayor to appoint two-thirds of his share of the Child Development Council from a specified contingency is undesirable. We feel adequate citizenship participation is present in the coalition's decision to have half of the Child Development Council elected by the Local Policy Councils and we do not feel that the one-half of the Child Development Council to be appointed by the mayors should be proscribed or limited.

A minor omission with respect to the Child Development Council, that we suggest ought to be included in the legislation is a specific term of office. There is no such provision in the legislation now. Also, in the interest of providing for unforeseen contingencies, there should be some sort of removal mechanism for the mayor's appointees, at least.

Role of the Local Policy Council

While we concur that the Local Policy Council is perhaps in the best position to determine the needs of its own area, we do feel that their recommendations ought to meet the goals and objectives set forth by the Child Development Council. While the Child Development Council may not fund an application unless recommended by the Local Policy Council, there should be no misunderstanding about the fact that because an applicant has been recommended by the Local Policy Council, the Child Development Council is under obligation to fund the applicant. In other words, if in the opinion of the Child Development Council, one-half of which is made up of Local Policy Council

representatives, a recommended applicant does not meet its requirements, the Local Policy Council should be so notified and seek to correct whatever objections the Child Development Council has outlined.

Conclusion

In summary, the nation's mayors stand ready to do whatever possible to help enact this legislation. We are pleased with the support of many Congressmen and Senators at the present time. We will call upon all members in Congress from both parties to join with us, the Members of Congress and the many groups already involved in our effort, to pass this legislation now. We ask the Administration to champion our cause and give us strong support for immediate Congressional action, and sign it into law -- thus culminating a worthy effort begun by the recent White House Conference on Children and Youth.

naeyc

National Association for the Education of Young Children 1834 Connecticut Avenue, N.W. Washington, D.C. 20009 (202) 232-8777

May 18, 1971

TESTIMONY RE: COMPREHENSIVE CHILD DEVELOPMENT ACT OF 1971 (S. 1512)

Milton E. Akers
Executive Director
National Association for the Education of
Young Children

Mr. Chairman, distinguished members of the Committee, I am Milton Akers, Executive Director of the National Association for the Education of Young Children. Our organization aspires to serve over 19,000 members who work with and for young children across the nation.

I feel it a distinct privilege to appear before you to speak on behalf of proposed legislation which may well prove to be one of the most significant actions for our children in this entire century. I refer to the beginning of a genuine and intelligent commitment to the young child in this nation set in motion by the "Comprehensive Child Development Act of 1971" and its companion legislation in the House of Representatives.

The distinguishing characteristic of this proposed legislation is that it focuses directly on insuring the total development and well being of the young child himself, rather than serving as a means to another end. Granted, there has been significant legislation at the Federal level in the past which served to protect the young child from exploitation, such as the Child Labor Laws or other guarantees of his safety. In all previous legislation which gave substantial attention to the young child, with the possible exception of Project Head Start under the Economic Opportunity Act, provisions for the young child have inevitably served as the means to another

end. I refer, for example, to the WPA nurseries established during the depression. Although a number of children were admirably served, the primary purpose of such programs was the provision of job opportunities for adults. A similar project instituted by the Lanham Act enabled day care services for working parents whose contribution to the World War II effort was essential. Here again, many children were given commendable care, but I would stress the point that in both of these examples the care of the child was simply a means to the end of resolving manpower problems.

Recognition of the importance of a good beginning in early years is to be found in Project Head Start. Even in this most worthy effort, in which special attention was devoted to the young child, the basic motivation stemmed from an attempt to come to grips with the problem of devastating national poverty. I am not alone in my impressions that in many instances concern for a 'head start' for the child from the less advantaged home or community became secondary to the provision of job opportunities or for the development of new techniques for coping with the political structure. Head Start served to underscore the lack of commitment to the young child in his own right. But the demonstrated success of such concentrated comprehensive efforts directed toward the younger child gave inspiration and impetus to the program of services set forth in the legislation we are considering.

We find great satisfaction in referring to ourselves as a "child centered" society. We like to believe that we care deeply about America's children. I feel America is a nation which does like its children, enjoys and demonstrates affection for them. The extent to which we really do care about our children as one of our most valuable resources may be rather severely questioned. Our actions somehow belie our words. I am aware of

the fact that those of you who have authored the "Comprehensive Child Development Act" need no elaborate documentation of this statement. I would like, even so, to point out a few facts which in my judgment demonstrate the lack of a concern for our young children, the lack of respect for this group as a potential human resource, that not only reflects the lack of commitment but even approaches criminal negligence on the part of a responsible citizenry.

It is utterly shocking to me that this nation which stands so high throughout the world in terms of medical knowledge, ranks 14th in infant mortality. According to materials distributed at the President's recent White House Conference on Children, we had moved to the dubious distinction of 13th place in 1968. According to information I have received from one Federal agency, we dropped from that position to 14th in 1969. We have the technical knowledge to change this situation. Certainly we have greater wealth than many of those nations which rank high above us on the infant mortality scale. If we really cared about our young children - if we sincerely appreciated the potential they represent - we would head that list.

Our failure to mobilize our knowledge and resources stands out vividly in another area. The report of the President's Committee on Mental Retardation, MR 70, cites malnutrition and undernutrition as major causes of impaired mental development. We know from animal studies and from studies of children in South Africa that improper and inadequate diet of mother or offspring at certain critical points in pregnancy or soon after birth impair both mental and physical development. We know further that this impairment is permanent and irreversible, regardless of the quality of subsequent nutrition. Not only are we aware of the grim consequences of such nutritional deficits, we are also well informed as to the simple causes, essentially the lack of certain vitamins and proteins. Here is another

dramatic and shocking example where we have the knowledge and certainly the resources to prevent a flagrant waste of our human resources. A nation committed to children would not tolerate this situation.

I would repeat that such a commitment to the young child, expressed in terms of action, energy and funds, is almost totally lacking in this country. We do have a commitment to education and have endeavored to fulfill this commitment when the child becomes, according to our earlier understandings, "educable" in a school situation. So deep is this commitment that if anyone were to suggest that we eliminate the First Grade from our public school program, he would invite an incensed reaction. We have a strong commitment to education from age six. We need similarly strong feelings of obligation to serve the younger child.

The "Comprehensive Child Development Act" promises the beginning of such a commitment. Under the provisions of this bill, the optimal development of the young child, intellectually and physically, is the end purpose. Value of and respect for the intrinsic worth of all of our young children is accorded an appropriately high priority. His well-being is our singular concern. He serves as a means to no other end; except, of course, in our long range visionary goal for his optimal effectiveness as a mature citizen of this nation.

As I study the descriptions of programs to be approved I am struck by the specific provision for attention to physical and intellectual needs with little if any concern expressed for his emotional development. It is possible to have a healthy body provided with age-appropriate intellectual stimulation, but unless there is recognition of the fact that all of this transpires within the human context we will not accomplish the well integrated personality which is essential to human effectiveness.

Our basic knowledge of the capacity of the young child for learning, which, incidentally, dates back many decades, has without doubt been sharpened and increased by study, research and experimentation especially during the decade just past. We view with increased respect the receptivity, the responsiveness of the young child to a positively stimulating environment. We have new appreciation for the need for early stimulating experiences even for the very young infant and their effect on his total intellectual development. It appears that at no other point in his life is the child, through age five, so tractable, so responsive to the totality of his environment. We tend, in our zeal, to see all endeavors for his nurture as positive. Perhaps we need to remind ourselves that this very openness to environmental stimuli puts him also in the position of being acutely vulnerable. The very fact that he is so impressionable must alert us to the fact that he is just as capable of being hurt and permanently damaged by negative or destructive experiences as he is of responding positively to constructive nurturance.

With this awareness in mind, I would like to raise a few questions as to provisions within the proposed Child Development program which have specific relevance to the quality of experience to be provided for the young child. Fully aware of certain social and economic forces currently at work in our society, I nevertheless view with increasing alarm our willingness to put more and more, younger and younger children into group care situations. For example, I believe that we do not really know what it means to a three or four year old child, what the permanent effects will be, to find himself spending most of his waking hours as simply one little person in a large group. We know this is a critical period in the development of his self-concept, adequacy, trust and autonomy. Can his needs be

fully attended to so that we may accomplish the goals of our commitment to his optimal development unless he is in the hands of knowledgeable and capable adults? The quality of his experience during the major portion of his day becomes of crucial importance. If my knowledge of family life patterns, particularly in those homes where the single or both parents work is at all accurate, I seriously doubt that these needs can be fully met in the few hours he spends there. To the best of my knowledge, the morning hours in most homes become frantic efforts to get everyone where he belongs on time. The stereotype of the limited time the child spends in the evening with his parents or other members of the family as a relaxed, loving, patiently understanding experience is straight out of television, or more probably, wishful thinking on our part. Perhaps we are expecting more than is humanly possible when we assume that any parent can accomplish, physically and mentally, a full day's work, cope with the everyday frustrations of his job and his co-workers, and return home at night peaceful, serene and able to give of himself to the needs of his children. Regardless of his physical condition or emotional attitudes, I have no doubt that these few hours of contact with the parent or parents are those which have the greatest impact on the developing child. However, aware of the limitations situationally imposed on many parents, we must take every precaution to insure that the child's day, spent in the care of other adults, is the best we can provide for him. This means that the adults he meets must be insightful, knowledgeable, sensitive and understanding, able to distinguish each child's uniqueness, his own living and learning styles, his fears, his doubts and his feelings about himself and others. The adult must be capable of providing for him the specific relationships and experiences which will insure his intellectual, emotional and social growth. In short, each and every young child, no matter in what sort of program he may find himself, has

the right to be served by competent adults.

The definition of competence in those who work at all levels with young children is one with which we continue to struggle. I think it is safe to say at this point that we know conclusively that no matter what may be the programatic approach in offerings for young children, it is the human factor that makes the essential difference. Awareness of this fact is demonstrated within the provisions of the bill by specific attention to technical assistance and the provision of training at all levels for those who will implement programs. Some of my professional co-workers may be dismayed to hear me say that I appreciate and understand the intent of that provision which would eliminate the barriers of state teacher certification requirements as they presently exist. Please note my qualification, "as they currently exist." A life-long experience of coping with teachers who have certification under current provisions, but lack essential competence, underlies my agreement. However, to abandon any concern with some definition of levels of competence and insistence on the provision of experiences of the highest quality we now comprehend seems to me to be falling short of our commitment to the young child.

In this area of the proposed legislation I should like to express four concerns:

1. There must be established standards for competence in those persons who will be given responsible positions in relation to the young child, the center or program director, the leader of the group, and the array of paraprofessionals which constitute the supporting staff. Very much in point here is a current study being conducted by the Office of Child Development to investigate the establishment of a new professional category. Demonstrated competence in

conducting a quality experience for a group of children would be the basis for awarding the credential for this new professional category. The credential would be reciprocally respected throughout all of the states. Other professional groups like my own have worked and continue to work on the definition of a credentialling system for levels of higher professional categories.

2. The need for extensive and ongoing training programs which will provide and sustain growth in competence is recognized within the bill. The actual amount allocated for these purposes seems to indicate a lack for understanding of the magnitude of the responsibility. Even supplemented with funds, hopefully increased, under the Higher Education Act, the amount of 25 million dollars for technical assistance and training falls far short of even minimal requirements in these areas. Many co-workers share my opinion that we fell short of the full potential of Head Start by not providing much more extensive initial training experiences and especially by not providing sustained supportive supervision to personnel on the job as they worked with children. Admittedly, such sustained training experiences are expensive. But one must ask quite soberly, do we intend to follow through on our expressed commitment to give every child the best possible start we can.

3. A third concern arises in the area of monitoring of programs. As presently delineated in the bill, monitoring would be essentially the responsibility and function of

the Child Development Council. Granted the bill does indicate that the Child Development Council, before approval by the Secretary, must demonstrate evidence of capability "for effectively planning, conducting, coordinating and monitoring" the programs to be served. It must be remembered that, although we are building on the experience of Project Head Start, Parent-Child Centers, Title I Projects and a variety of other similarly oriented programs, the Comprehensive Child Development Act in effect launches a massive approach to serving the young child, his parents and potential parents. It adds the new promulgation of "Federal Standards of Child Development Services" as well as a "Uniform Minimum Code for Facilities," both of which are, in my judgment, highly commendable moves. I fully support also the extension of the concept and practice of parent and community involvement in the selection of Child Development Councils and Local Policy Councils. Greater effectiveness for children through this approach has been clearly substantiated.

For the past six years I have been fairly close to a variety of Federally funded programs for children. For one year I directed a Head Start project. Since then I have worked and consulted with personnel functioning at all levels in a broad variety of programs. Because of what I have seen in the field, I would strongly urge, certainly in the initial phases of the program, that there be careful monitoring from the Federal level. For the sake of the children served, I should like the assurance that Child

Development Councils at all levels have effectively demonstrated the required capability to develop, implement and monitor good service programs for children and their parents. One possibility might be increasing technical assistance from the Federal level until those responsible are assured that individual programs are solidly established and functioning well.

4. Although I respect deeply the intent of that section of the bill which "provides that insofar as possible, unemployed or low-income persons residing in communities served by projects will receive jobs providing career opportunities...", I would hope that we constantly keep in mind that this is one program in which the children come first...and remain our first consideration. From personal experiences I am fully committed to the provision of career opportunities. I could name among my acquaintances some individuals who came to programs with innate and intuitive abilities who have, through career development opportunities, accomplished competence which borders on greatness. This is not always, however, the case. Because my first concern is quality of experience for children, I would urge careful screening of all personnel, trained and untrained, to afford the children the best qualified person immediately available. This effort must not be allowed to deteriorate to the point that children are used, once again, as the solution to a manpower problem.

Finally, I would commend highly the authors of this plan for strengthening the existing Office of Child Development. In its comparatively brief history this agency has clearly demonstrated the validity of such an organizational design. An even stronger Office of Child Development with authority and functions clearly delineated will go far toward accomplishing the commitment to the child under six which President Nixon has frequently noted as one of his goals.

The Office of Child Development becomes the strong advocate for children viewed as imperative by participants in the 1970 White House Conference for Children.

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National Urban League, Inc.

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Cernoria D. Johnson, *Director*

Mr. A. Sidney Johnson, III
Staff Director
Subcommittee on Children and Youth
Room 506, Senate Office Bldg. Annex
Washington, D. C. 20510

Dear Mr. Johnson:

Thank you for giving the National Urban League an opportunity to submit a written statement for the record of the joint hearings of the Subcommittee on Children and Youth and the Subcommittee on Employment, Manpower and Poverty on the Comprehensive Child Development Act of 1971.

We regret that we did not have an opportunity to present our views to the subcommittees formally, but hope that the attached discussion of child development will be helpful to those who must decide the fate of S.1512.

Sincerely,

Ruthe Farmer

Mrs. Ruthe Farmer
Assistant Director
National Day Care Project

RF/pb

Attachment

Written Statement of the
NATIONAL URBAN LEAGUE
to the
Subcommittee on Children and Youth
and the
Subcommittee on Employment, Manpower and Poverty
on the
Comprehensive Child Development Act of 1971
June 3, 1971

The National Urban League welcomes the opportunity to comment on Senate Bill 1512, "Comprehensive Child Development Act of 1971."

The National Urban League is a professional, non-profit, non-partisan community service organization founded in 1910 to secure equal opportunity for black and other minority Americans.

The League seeks solutions to problems of income, employment, education, housing, health, and civil rights for the masses of black and brown Americans who want a better way of life. It works through local affiliates in some 98 cities located in 36 states and the District of Columbia, five regional offices and a Washington Bureau.

The national crisis we face regarding the care and development of our most valuable national resource, our present and future generations of children, has been clearly established by numerous studies and innumerable statistics and has been widely publicized in forums like the White House Conference on Children as well as in the mass media. The myriad of legislation that has been proposed by members of both houses of Congress during the 91st and the current sessions demonstrates that the magnitude of the problem is arousing the interest of large numbers of people. It is not necessary, therefore, in this presentation to cite the statistics and

studies which have been so thoroughly cited and quoted. Instead, it is perhaps more meaningful to express our concern generally in relation to several sections of Senate Bill 1512.

APPROPRIATIONS

If we are, in fact, to accept that the Nation means to address itself to the needs of children and their families to the extent and with equal fervor as the public rhetoric indicates, then the level of funding proposed in the bill must be viewed very critically.

When we as a Nation mobilize to attack a problem of national security with external implications, we move with haste and vigor on every possible front with little consideration of the cost. When we address domestic problems which involve national security, in this case the future of the country through its future citizens, the approach is timid and hesitating. Perhaps it is an indication that we are not convinced that there is a real threat to our future in the neglect of our children. Although S.1512 is one of the most generous in terms of proposed funding levels, it fails to make serious impact on the existing need. The concerned public must view the level of commitment in terms of the resources proposed to be applied in proportion to the documented existing need.

The National Urban League, therefore, urges that the appropriations proposed for the Comprehensive Child Development Act be increased to meet, at a minimum, the "acceptable" level of need for group care for 3 to 5 years as quoted by Senator Walter Mondale from the Office of Child Development estimates in his introduction of this bill on April 6, 1971. This does

not begin to address the programs and needs for infants and toddlers (under 3 and over 5) and their families, but would at least indicate some degree of sincerity and commitment on the part of those who are now being seen as child and family advocates. Needless to say, appropriations for subsequent years should be made more realistically in line with the documented needed.

We further recommend that the legislation prescribe a time frame within which all families and their children will have comprehensive child development programs available. As a Nation, we can do this provided the will is there as we have clearly demonstrated by our space-exploration efforts.

INSTITUTIONALIZATION OF CHILD CARE AS A COMMUNITY SERVICE

Head Start was promoted as a wide-scope solution to the problem of poor families in terms of their health, nutritional, social and psychological needs and the school readiness of the children. No one can deny that some of these needs were ameliorated for some families who participated in the national Head Start effort. We would be remiss, however, if we failed to recognize that it is now being funded at maintenance levels (FY1972). This means that no new programs can be mounted and that even those children who are eligible for this limited program cannot be served.

It should be noted that Head Start was started as a Johnson administration "high visibility" program. The Nixon administration may be less than eager to promote a previous and opposition party's politically motivated show piece. This is understandable if we recognize that many programs come into

being because of political opportunism. America's children should not be subjected to or dependant upon the four-to-eight year whimsies dictated by the specific interests of the individuals in power at a given moment. Children are not fads and do not pass off the scene as do bobby socks, pop rock, hula hoops and mini-skirts. They become the policy-makers and the senators, the congressmen and presidents of our Nation of the future. What is done for children now shapes the Nation's tomorrows.

We urge that comprehensive child development programs not be considered demonstrations of what can be done or temporary experimental programs, but that any legislative and administrative action taken in this area be acted upon on the basis of the establishment of permanent services and institutions for families and children, and in the recognition of the fact that the need will more than likely increase rather than decrease as time goes on.

Funding procedures, therefore, should address long-term goals. We recommend that the legislation require three-to-five year-commitments to operating agencies. We recommend, also, an annual program review as well as an appeals process which provides reasonable avenues for redress of grievances. A parent who has a three-year-old who is 10 years old by the time an appeal is finally decided upon (and this can happen) does not have reasonable avenues of redress.

We recommend some type of direct appeals process for parents who can demonstrate that a center does not serve the best interests of their children and themselves. One alternative might be to provide temporary vouchers to allow them to seek services on the "open market" in order to provide needed services until they are able to obtain either the changes

deemed necessary in the center in which they enrolled or until they no longer require the service.

It is also necessary that adequate funds be made available for construction of facilities for long-term use. Considering the meager financial resources available in the inner-city and other areas with concentrations of minorities, e.g. Indian Reservations, and if, indeed, these populations are to be given priority preference, then it is clear that funds for construction of facilities must be unencumbered and available in sufficient amounts to address the needs of poor communities. We recommend, therefore, that the appropriation for construction be radically increased.

In addition, we urge that the sponsors of the bill recognize that many of the communities with high concentrations of the population are given priority status in the language of the bill, while other human service facilities such as libraries, medical and dental clinics, recreation and educational facilities are totally inadequate or nonexistant. The bill should provide some mechanism for coordination and collaboration between programs which provide these other services. It should not, however, be so intricate a process as to hinder the establishment of facilities for comprehensive services to young children and their families.

RESPONSIVENESS TO CLIENT PARTICIPANTS (PARENT PARTICIPATION)

High among the concerns that must be kept in the forefront of the thinking that goes into any child development legislation is that child rearing is a family matter and that this is the prerogative of the poor as much as it

is the affluent. Provisions of the legislation and subsequent implementation procedures must work to enhance the family structure, not to diminish it.

There is no question of whether the non-subsidized or the affluent of our society control their schools, neighborhoods and the other institutions with which they affiliate. Control is an implied -- and frequently explicit -- condition of their membership in any social structure. The right of self-determination must be assured for the less affluent if they are to feel effective personally and effectively responsible for their progency.

In the aftermath of the civil disorders of recent memory, many studies, on-the-spot and more detailed, indicated that much of the evident hostility was a manifestation of a lack of control over the forces that affect one's destiny: alienation was the keyword of many descriptive efforts. If this -- alienation -- is a valid conclusion, it would seem apparent that assurances of parent control and neighborhood involvement are essential ingredients of an effective program in any human services area.

Alienation from positive community building efforts is not a congenital condition; it is a learned response to overwhelmingly pervasive and negative existing conditions.

Programs for children, the focuses of which are delineated and addressed through policy-making and responsibility for implementation of members of the family and community representatives, selected or elected by those families, offers a prime opportunity to begin to ameliorate the "alienation Syndrome."

A program directed at the solution of an overwhelming family-and-community problem -- child development and care -- is logically the most

suitable and acceptable vehicle for the mobilization of community interests, resources, and participation that can be found.

We recommend that on all levels -- Federal, state, local and individual center -- policy, funding, planning, and program monitoring authorities provide for full and responsible participation of clients of the service.

We propose that parents of eligible children constitute 51 per cent of the Child Development Councils and Local Policy Councils mentioned in the bill. We further recommend that an additional 15 per cent of such panels be made up of professionally trained persons from the relevant disciplines, (early childhood development, education, architecture, program and/or fiscal management, social work, psychology, nutrition, medical and dental, etc.) selected or elected by the parents as their representatives and/or advisors. The client-responsible representation on these various levels would then be 66 per cent.

DELIVERY SYSTEMS

Any serious effort to improve the quality of the lives of children and their families, especially poor and minority groups, must provide a mechanism as unencumbered as it is humanly possible to create if it is to be effective rather than frustrating.

We are all aware of the fact that everyone pays an income tax if he has income. We also know that the collection processes and filing procedures and convoluted language of the documents that the individual has to deal with makes it almost always necessary to obtain accounting assistance

in order to assure that one has met all legal requirements in reporting income. Assistance is often hard to get and frequently the price one must pay for the service operates as a hardship. Now, this situation viewed critically is ridiculous on its face. It appears that one is penalized for having income at all. Add this to the other penalties that the poor and undereducated pay and the picture becomes grotesque.

We caution against the establishment of layer upon layer of (often politically motivated) planning, review, and approval authorities that mitigate against programs designed to meet the needs of children and their families as they (the families) see them. We feel that direct Federal grants to local community groups would provide the most workable mechanism.

Intermediate levels of involvement such as coordination and review committees or commissions have a necessary function. We urge, however, that the legislation clearly indicate that the Congressional intent is that the role of these intermediate agencies is to be promotional and positive rather than, as so frequently is the case, restrictive. In other words, the record must show that the administrative procedures and operational guidelines developed as a result of the passage of this bill will be designed clearly to encourage and assist local community groups to mount programs to serve their own identified needs and interests.

We recognize an inconsistency in the language of the bill in defining the prime sponsor role and that portion of the Statement of Findings and Purpose which reads, in part, ". . . to provide that decisions on the

nature and funding of such programs be made at the community level with the full involvement of parents and other individuals and organizations in the community interested in child development. . ."

RESEARCH

We strongly oppose the establishment of a National Center for Child Development for a variety of reasons.

First, recent history reveals that major nationwide research in Head Start, for example, have not produced a great amount of knowledge that has valid applicability across the board. The one thing that can be unfailingly predicted as a result of research designs applied nationally is that as soon as results become known, the objections to the methodology, questions of validity, and counter-findings become as well known as the findings themselves. As a matter of fact, much of the broad and generalized research that is done would remain obscure except for the challenges it generates once it is put into print.

Massive research efforts by nature has to be insensitive to the special needs of diverse populations. In description of the activities of the National Center, Section 552(b)(1), there is the implied notion of a single approach to child development processes and that once this approach is discovered and understood, then the Center is "to assure that the result of research and development efforts are reflected in the conduct of programs affecting children." We feel that the function of the National Center as

defined is inconsistent with Section 514(D) which deals with programs designed to meet the special needs of minority groups, Indian and migrant and bi-lingual children.

The natural result of such massive research efforts is to define or redefine a set of norms by which all participating families and children will be measured, thereby further enhancing deficiency theories currently used. This places a premium on conformity in program development and operation and negates the notion of the desirability of developing programs to serve theneeds of a diverse population. In other words, a diverse population realistically dictates diversified research and diversified researchers. The staffs of Federal agencies currently responsible for early childhood programs are sorely deficient in the number of minority group persons in policy-making positions.

Minority representation on staffs of offices having research responsibility is even more noticeably absent. In programs affecting the lives of children to the extent that this bill proposes, such built-in biases are intolerable.

Further, the recent Roxbury experience in which community groups mounted an education program designed to inform residents of the implication of the research planned in their community by a group of Harvard researchers resulted in the refusal of the community to participate in the project.

The leadership of the Association of Black Psychologist has also taken a position against certain forms of universal testing. This is indicative of the mounting resentment in the black community and, most likely, in other minority communities toward insensitive investigators descending upon blacks to do what they regard as irrelevant research.

There are a number of Federal agencies that are currently engaged in research in child development and related fields. To add another appears to be "overkill."

We recommend, therefore, that the proposal for the establishment of a National Center be deleted. Funds authorized under this section should be applied to project grants for research designed to assess the extent to which the goals established by the program are being achieved in operation. We advocate research efforts that begin at the center level and flow upward rather than research that begins at the Federal level and rarely has immediate impact on the lives of children in the program. Full participation of the clients dictates that they be the major designer of research efforts. This is not to imply that they supply the technical skills but the goals of the program, and therefore what the program will be held accountable for should be dictated by them. Findings, too, must then be made available to them so that proper recommendations based upon these findings can be made.

Needless to say, some mechanism for collection, coordination and dissemination of local research findings should be established.

STATEMENT OF PAUL MINARCHENKO
AMERICAN FEDERATION OF STATE, COUNTY AND MUNICIPAL EMPLOYEES, AFL-CIO
SUBMITTED TO THE SUBCOMMITTEE ON EMPLOYMENT, MANPOWER AND POVERTY
AND THE SUBCOMMITTEE ON CHILDREN AND YOUTH
OF THE SENATE LABOR AND PUBLIC WELFARE COMMITTEE
ON THE COMPREHENSIVE CHILD DEVELOPMENT ACT OF 1971 (S. 1512)
JUNE 4, 1971

The American Federation of State, County and Municipal Employees, representing state and local government employees, is greatly concerned about the problems of child care and development. Our views reflect, in large part, the concerns and needs of the over 4.6 million women now employed by state and local governments, more than one million of whom have children of school age and almost 900,000 of whom have children under six years of age.

Latest available statistics indicate that women workers represent over 51.0 percent of total local government employment, an increase of 43.1 percent from 1964 to 1968. In state government they are 41.0 percent of the workforce, an increase of 40.7 percent during the same four years.

The projected trends for increased labor force participation of women in the next ten years, particularly those with children under age 18, anticipates further dramatic increases in their employment by state and local governments.

However, we believe that these projections must be significantly raised primarily due to the great emphasis now being placed on getting mothers off welfare rolls and into jobs. For example,

H.R. 1, the welfare "reform" bill soon to be considered by the House of Representatives, contains provisions which would require mothers with small children to take work, even at substandard wages, or lose financial assistance. Additionally, in terms of impact on public employment, the bill authorizes the establishment of a "public service employment" program which is designed to create jobs in state and local government.

Although H.R. 1 contains a provision for child day-care services, the program is, ~~inadequate~~ by itself insufficient to meet the pressing need for day-care. Further, the emphasis on relieving welfare costs through forced work requirements, in the absence of comprehensive child care programs, simply means fiscal relief at the expense of the children. We cannot accept this philosophy -- it is too great a price to pay in the name of "welfare reform".

It has long been an accepted fact that child care services are inadequate. In 1965, the Women's Bureau of the U.S. Department of Labor conducted a survey of the 6.3 million mothers who worked, to determine the kind of care provided for their 12.3 million children under the age of 14, and particularly for their 4.5 million children under the age of 6. That survey revealed that about 87 percent of the children required supplementary care -- only 13 percent were in school during all the hours their mothers were outside the home. Forty-six percent were cared for at home by other family members, 15 percent by mothers on the job, and 16

percent by relatives outside the home or in small family day-care homes. Only 2 percent were enrolled in any type of day-care center or nursery school. Most shocking of all -- 8 percent, including 18,000 preschoolers were left to take care of themselves.

Today, that situation is much worse. Although some progress has been made, the need for day-care services is reaching critical proportions. For example, in 1967 there were nearly 3 million children who were in need of day care because they were in one-parent families, or because both parents worked and the family had a marginal income. The women in those families work out of compelling necessity or to meet the basic needs of their families -- to take them out of the grips of poverty.

As more and more women enter the workforce as it is predicted they will, whatever their motivation, the lack of day-care facilities and services will be one of the most serious needs in our society.

This compelling need for child care services exists in all communities, by all kinds of families. It is most critical in those families with mothers who are forced to work. If this need is not met, the cost of society's failure may be immeasurable in human terms.

The "Child Development Act of 1971" (S. 1512) recognizes the seriousness of this problem and represents a bold step forward. The American Federation of State, County and Municipal Employees fully supports this legislation and urges its enactment.

WASHINGTON, D. C. OFFICE
CHRISTIAN SCIENCE COMMITTEE ON PUBLICATION
OF
THE FIRST CHURCH OF CHRIST, SCIENTIST, IN BOSTON, MASSACHUSETTS
CAFRITZ BUILDING, ROOM 906
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June 4, 1971

Honorable Walter Mondale, Chairman
Subcommittee on Children and Youth
United States Senate
Washington, D.C. 20510

Dear Senator Mondale:

Your bill, S. 1512, to amend the Economic Opportunity Act to provide a comprehensive child development program in the Department of Health, Education and Welfare, has been receiving our careful attention, and we would like to take this opportunity to offer some comments and a suggested amendment.

There is a great need in America today to provide educational and social opportunities for young children to help them develop their full potential more adequately, and we support any program which promises to provide the milieu within which our children can get a clear sense of their possibilities for self-realization. We deeply appreciate the many hours of intelligent effort you and your Subcommittee have given to this effort.

There is one aspect of S. 1512 which could be improved, however. As a portion of the total development of children under the bill there is ample provision for medical and psychological care and treatment. A broad range of services will be provided within the child development program to test, immunize and treat children for many kinds of physical and emotional difficulties. Among the children under the program there will be some who come from Christian Science families. They will have been taught in their homes to rely exclusively on spiritual means through prayer for the prevention and treatment of physical and mental illnesses. Christian Science families would be reluctant to place their children under any program which did not clearly guarantee them exemption from compulsory medical examination or treatment.

Christian Science as a healing system is now well over one hundred years old and has been relied on by countless thousands of Americans at every level of our society. It has been recognized by the Federal Government as an acceptable healing system under several health programs, most notably Medicare and Medicaid. Also, exemption from medical treatment has been specifically provided in section 317(g) of the Public Health Service Act, the "Communicable Disease Control and Vaccination Assistance Amendments of 1969" (Section 361(a)(7) of the Public Health Service Act), Section 515 of the Social Security Act (The Maternal and Child Health Program) and Section 1907 of the Social Security Act (The Medicaid Program), as well as Section 20(a)(5)of the Occupational Safety and Health Act of 1970, a bill written last year in the Committee on Education and Labor.

Another legislative approach to the problem of caring for poor children, the "Child Care Corporation Act" was added by the Senate Finance Committee to the Social Security Amendments of 1970 (which ultimately died at adjournment), and that day care program contained two broad exemptions for Christian Scientists, one for the children and one for staff members.

While we realize that S. 1512 is not intended to compel any child to accept services against his conscience, nevertheless, experience with similar programs in the past has taught us that specific language in the statute itself is necessary to protect those with religious scruples from overzealous workers at the local level. Accordingly, we are suggesting the following language for inclusion on page 52 of S. 1512:

> After line 19, insert the following new section:
> "Sec. 568. No child seeking care under this Act shall be required to undergo any medical or psychological examination, immunization, or treatment, except to the extent necessary to protect the public from epidemics of contagious diseases, if his parent or guardian objects thereto in writing on religious grounds."
>
> Line 21, amend "Sec. 568" to read "Sec.569."

Christian Science parents are deeply concerned in the health of their children, but they would find compulsory medical examinations repugnant to their religious beliefs. It has been our experience that mandatory medical treatment follows examinations inevitably. At the local level, where the question of compulsion arises, officials probably would not be aware that treatment is optional but examinations are mandatory and would tend to medically treat all children regardless of religious objections. In such a situation Christian Science parents would reluctantly withdraw their childfen from the program in order to maintain the religious integrity of their households.

Again let us express our appreciation for your effort to meet the long-ignored personal and educational needs of the very young children in our society, particularly those who suffer from cultural and economic deprivation.

Sincerely,

C. Ross Cunningham

C. Ross Cunningham, Manager
Washington, D. C. Office

(In duplicate)

AMERICAN OPTOMETRIC ASSOCIATION

WASHINGTON OFFICE
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WASHINGTON, D.C. 20036
202-783-4010

June 4, 1971

The Honorable Walter F. Mondale
Chairman
Children and Youth Subcommittee
Committee on Labor and Public Welfare
United States Senate
Washington, D. C. 20510

Dear Senator Mondale:

The American Optometric Association is vitally interested in your joint-committees' hearings on the Comprehensive Child Development Act and appreciates the opportunity to submit its comments thereon.

We are deeply aware of the critical need for adequate child development services and in particular the need for vision care during the crucial years of early childhood and for these reasons we have prepared the attached statement.

The statement indicates our views with regard to the need for adequate vision services in child development and also reflects certain recommendations regarding how optometric vision services may be included within the legislation.

We hope that the information is helpful to the committees and we stand ready to assist the committee in any way you deem proper or necessary to effect the best possible type of comprehensive child development legislation.

Cordially,

Donald F. Lavanty

Donald F. Lavanty
Director
Department of Federal
Legislation

Attachment

The American Optometric Association appreciates this opportunity to submit its comments on S. 1512, a bill to provide a Comprehensive Child Development Program in the Department of Health, Education and Welfare.

Because optometry recognizes the critical need for adequate child development services and particularly vision care needs during the crucial years of early childhood, we applaud and approve the proposed bill's broad and balanced approach to the child development problem. We agree with the proposal's emphasis on providing a full range of health, educational and social services and with the need to proceed wisely and prudently in the initial implementation of the proposal by focusing on pre-school children who suffer from the circumstances of economic and social deprivation. Finally, we agree that the implementation of the program should involve the government, the community and individual parents.

Specifically, we wish to address this statement to the importance of vision care in the education and development of children and to the specific qualifications of an optometrist in meeting these visual needs. We will conclude with certain recommendations relating to child vision care provisions in S. 1512.

Good vision is critical to the intellectual and social development of American children and should be given a high priority in any Child Development Program. For vision is at the heart of the learning process and any impairment of this precious resource can seriously

impede a child's learning and maturation process.

Because reading is the primary educational skill, it is estimated that over 80% of all learning takes place through the visual process, resulting in a direct relationship between reading skills and adequate vision. Yet, millions of children suffer from child related visual defects such as binocular visual impairment, amblyopia or lazy eye blindness, strabismus or cross vision, and unsatisfactory muscle coordination all of which, if undetected and untreated, have an adverse effect upon his reading skills and, consequently, his educational development.

Proper binocular or two-eyed vision is especially critical for the achievement of a child's maximum reading potential. Binocular vision allows the child to see with both eyes at the same time and to fuse the two pictures in the brain so that a simple visual impression results. Yet, millions of children, even those with so called "perfect vision" of 20/20 visual acuity, have not learned to maintain binocular visual performance so as to make effective use of the impulse signaled by the eyes to the brain. This impairment, according to a study by the U. S. Public Health Service in 1965, affects 7.4% of the American children at age 6 and grows to 17.2% at age 11.

Another child related visual defect is amblyopia or what is commonly known as "lazy eye blindness." This visual defect which is a result many times of nutritional deficiencies and is therefore prevalent in economically and socially deprived areas, leads to a general dimming of vision in the child. Unfortunately, it occurs

without any external manifestation so, unless a child's behavior is radically affected, it usually is undetected until it reaches an advanced stage. An article in the American Journal of Public Health in 1965 estimated that amblyopia may affect 6% of the American children, with the majority affected being of a pre-school age.

Yet, these particular disorders, along with strabismus or double vision, and unsatisfactory muscle coordination do not necessarily have to result in the tragedy of impeding a child's educational and social development. All of these visual disorders, if detected early, can be permanently corrected or at least ameliorated by the techniques and devices of modern visual science.

The profession of optometry has long pioneered in the area of learning theory as it relates to visual disorders and from this long involvement has developed techniques and instruments to correct these damaging defects. In the field of orthoptics, optometrists have been able to secure normal binocular vision through the utilization of orthoptic exercises in which ocular muscles are exercised by means of prisims to correct visual deviations. Through the use of visual training techniques developed by optometry, individual optometrists have been able to permanently rectify unsatisfactory muscle coordination in child vision. In detecting amblyopia or lazy eye blindness, optometrists have been able to correct by the application of visual training techniques and, in those advanced cases, to at least ameliorate the disorder by the prescription of proper lenses.

It is well known in cases of chil hood strabismus or cross vision that, where such disorders go undetected, surgery is usually required, but where there is early detection, the application of visual training techniques by an optometrist can permanently correct such disorders without the costly and dangerous necessity of surgery.

The tragedy, then, of child visual disorders and their consequent effect upon learning and development, lies not in the fact that they can be detected and corrected, but in the fact that, for millions of American children such disorders go undetected, particularly in children of pre-school and early school ages and especially in children from economically and socially deprived circumstances. And, although the tragedy is an individual one for the particular child suffering from a visual disorder and stunted development, it is easily translated in a larger social tragedy when millions of children experience the frustrations of impeded intellectual and emotional development. For the child or youth hampered with a vision problem which adversely affects his ability to read or learn becomes, quite naturally, frustrated, and more often than not, he vents this frustration on his teachers, school, parents, community and general society. It is not coincidental that up to 80% of deliquents and semi-deliquents studied by the White House Conference on Juvenile Deliquency had learning difficulties, especially in reading, and poor vision are found to be a contributing factor in 50% of these cases. Nor is it coincidental that the same White House Conference found that inner-city ghetto children appear to have a

much higher -- in some studies almost twice as high -- incidence of learning disabilities, perceptual difficulties and developmental visual problems than do the more advantaged children in other parts of the city.

Clearly, the dimensions of childhood visual disorders should represent a challenge to all Americans. If it is so acceptable to state that every American has a right to adequate health care, then it should be acceptable to state that every American child has a right to the unimpeded attainment of his educational potential and, where anything interferes with this attainment, a child should have a right to services which can correct such interferences. The American Optometric Association feels that the correction of visual disorders and general vision care services should be given a prominent position in any specific Child Development Program, and since the profession of optometry is the primary provider of vision care for the American people, we stand ready to assist in this regard, and recommend the following amendments to the Act:

RECOMMENDATIONS

(1) That the term "comprehensive health" under project applications be expanded and amended to include: childhood visual barriers, including preventive vision care and treatment for severe handicaps related to the visual process and that such services may be provided by either an optometrist or a physician skilled in the diseases of the eye.

(2) That the Comprehensive Child Development Council of each Prime Sponsor include at least one optometric vision specialist.

(3) That the National Center for Child Development and Education give specific priority to research grants relating to optometric visual disorders and subsequent learning problems.

(4) That under the definition of a "Child Development Program," the word "medical" be deleted and the word "health" be substituted.

Statement of the
American Library Association
before the
Subcommittee on Children and Youth
and the
Subcommittee on Employment, Manpower and Poverty
of the
Senate Labor and Public Welfare Committee
on the
Comprehensive Child Development Act - S. 1512

June 17, 1971

The American Library Association heartily endorses S. 1512, the bill which would amend the Economic Opportunity Act of 1964 to provide a comprehensive child development program in the Department of Health, Education, and Welfare.

Librarians have kept abreast of educational research which shows that the experiences in the early years of a child's life are the most important in developing his curiosity and capacity for learning. They are also aware that these early learning experiences are especially significant in the lives of those youngsters who come from homes where there is little visual or intellectual stimulation.

In order to reach this pre-school child, story hours, using picture books and simple reading matter, have long been a regular part of public library programs. Many libraries also involve parents by offering complementary programs for the mothers of children who are occupied with the story hour. Sometimes these programs relate directly to their children's reading, or often the topic is consumerism or some other subject which might help the mother in caring more effectively for her family. Public libraries have also long been involved in summer and after-school reading programs for children from kindergarten to adulthood.

When the Economic Opportunity Act was passed and the Head Start programs got under way, libraries in many communities were among the first agencies to offer their services. Class visits to the library, with instruction in the use of the library, story hours, and periods for browsing have become a regular part of many Head Start programs. Such trips to the library for pre-schoolers who have not had access to books, records, and other media can be invaluable eye-openers to a world of information, adventure, and excitement. Librarians are also reaching out to serve children through other agencies, such as day care centers, by providing supplementary collections of books, records, films, and other materials and such programs as reading aloud, story telling, puppet shows, and creative dramatics.

Libraries could also provide, under the provisions of this bill, training for professionals, para-professionals, parents and teenagers in these activities, as well as in techniques of locating and obtaining books and related resources for programming. And, perhaps most important, libraries are the community's primary source of information on all aspects of child development and well-being.

In addition, we anticipate that librarians and the library educators who make up a large proportion of the American Library Association's Library Education Division would be particularly interested in the opportunity to participate in the programs for "preservice and inservice education and other training for professional and paraprofessional personnel," as provided in Section 514(J) on page 10 of S. 1512. Accordingly, we urge that the Committee Report on S. 1512 make it clear that librarians are among the types of professional personnel eligible to participate in these activities. It would also be useful to add in Section 514 as Subsection N of S. 1512 (p. 11, line 12): "Library services designed to provide a full range of communicative activities." (The present Subsection "N" would then become "O".)

The Children's Services Division, another of the 14 divisions of the American Library Association, has as its major concern the improvement and extension of library service to children in all types of libraries. It is responsible for the evaluation and selection of book and nonbook library materials for, and the improvement of techniques of library services to, children from preschool through the eighth grade or junior high school age, when such materials and techniques are intended for use in more than one type of library. In this connection, the Division's Committee on Library Service to the Disadvantaged Child is currently preparing a brochure for distribution to child development centers which is tentatively titled "Library Resources for Day Care Centers." Its purpose will be to outline some of the services which the library can provide. Since the public library provides life-long service to its clientele, it is a logical agency to assist in educational programs which are family oriented.

We are pleased to note that units of local government, and public and private educational agencies and institutions are among those eligible to be prime sponsors of comprehensive child development programs. We are also pleased that S. 1512 specifies that the local Child Development Council shall include persons representative of education. We would urge that librarians be among those appointed to these councils, which could perhaps be emphasized by adding the word "library" after the word "training" in Section 516(a)(2), on p. 19, line 1.

The approximately 8,000 public libraries across the country are in a position to serve as a major resource of both materials and manpower in the expansion of this total program for child development. This position is strengthened by the fact that they serve in a relatively unstructured way, both public and private agencies and individual citizens of all ages. For this reason it is important that libraries be represented both on local councils and on the committee, authorized in Section 519(b) to advise on the development of Federal Standards

for Child Development Services. It is likewise important that provision be made in the regulations and guidelines for allocation of funds to library services.

One relatively minor question of clarification has been raised as to whether a local sponsor will have the clear right to sub-contract, or to purchase sub-services; it would be good to have this established.

In conclusion, the American Library Association strongly supports this landmark bill to further develop comprehensive child care, an area of long-standing and major interest to the Association.

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STATEMENT BY THE HEALTH AND WELFARE COUNCIL
OF THE NATIONAL CAPITAL AREA ON DAY CARE PROPOSALS
BEFORE THE SUBCOMMITTEE ON CHILDREN AND YOUTH AND
THE SUBCOMMITTEE ON EMPLOYMENT, MANPOWER AND POVERTY
OF THE SENATE LABOR AND PUBLIC WELFARE COMMITTEE

June 18, 1971

The Health and Welfare Council of the National Capital Area is a voluntary, non-profit organization that works with public and voluntary agencies in the Washington area to plan, coordinate and improve social services.. It has long been aware of the critical need for day care programs on a large scale. In the early 1960s it conducted a series of day care studies, which resulted in its helping establish the National Capital Area Child Day Care Association, which now serves almost 1,000 low-income children in the District of Columbia and assists other groups in establishing their own day care programs.

Nowhere in the nation is the need for day care programs greater than in the District of Columbia. It is estimated that there are in this city 25,000 children under age 6 in low-income families who have working mothers. Only a small percentage of those children receive adequate, enriching day care from either public or private sources. The number of places for disadvantaged children now available in day care centers in the District is less than 4000. Children for whom there is no room in day care centers are left with neighbors, relatives, or older brothers and sisters, who, at best, perform custodial service. In addition, there are many more mothers who would have an opportunity

to earn their own living instead of being dependent on welfare subsidies, if they had day care services available to them.

Experience with the WIN program in this city, and studies that have been made elsewhere, indicate that a major obstacle that keeps welfare mothers who want to work from working is lack of adequate day care for their school age and pre-school children. The voluntary agencies are deeply involved in on-going child care programs. We believe that properly run child care programs are invaluable educational experiences for the children themselves. And we also know that if any substantial numbers of welfare mothers are to work, there must be day care for their children.

The Health and Welfare Council is, therefore, eager to see a program established that will expand high quality day care services to more adequately meet the needs in this community and throughout the nation. But day care programs can be effective only under a solid, efficient structure, with adequate financing. Consequently, we would like to mention major points in legislative proposals before this subcommittee that we feel are of particular significance.

Of primary importance, we believe, is the need to place administrative authority in the hands of the people. We are very concerned about the damage to day care programs that would result from authority being placed with the states, many of which have demonstrated their willingness to play

politics with social services and their lack of skill in administering social programs. We are particularly concerned with the possibility of repression and shoddy care and education in programs that primarily serve low-income minorities.

Secondly, we endorse the concept of giving parents of day care recipients a primary decision-making role, through their local policy councils, and we believe parents should be informed of and, to the extent possible, involved in the day-to-day operations of the centers. However, we would like to see representatives of the social service professions, who are experienced in high quality early childhood programs, share in this decision-making process. The structure through which local policy council members are elected is crucial to the success of the entire program. Unless it is a workable mechanism that can function quickly and representatively, it will abort the entire objective of the program.

We also favor a structure that permits community groups to bypass local governmental officials to obtain federal funding when and if the officials fail to respond to the needs and desires of the community.

We consider it important that any expanded day care program incorporate the present Head Start programs, rather than abolish them in favor of new and unproven programs.

And, finally, we urge the Members of the Subcommittee to do all in their power to ensure funding that will permit truly large-scale and worthwhile programs to operate.

Respectfully submitted,

Karl Nordling

Karl Nordling
Committee on Federal Legislation
Health and Welfare Council of the
National Capital Area

STATEMENT BY VICKI LATHOM, MEMBER, NATIONAL BOARD OF DIRECTORS CHILD CARE TASK FORCE NATIONAL ORGANIZATION FOR WOMEN (NOW) MAY 18, 1971

The National Organization for Women believes that widespread availability of child care facilities is essential if women are to have true choice of life-styles. Child care is also desperately needed to permit mothers to work who must do so for the survival of their families, and to provide millions of children with better care than they are now receiving.

Perhaps the greatest cause of women's second-class status is the traditional belief that anatomy is destiny. Women will never have full opportunity to participate in America's economic, political, or cultural life as long as they bear the sole responsibility for the care of children—entirely alone and isolated from the larger world.

Women's needs are inseparable from children's needs. A mother's limited existence is bound to have a detrimental effect on her child. The emphasis on how child care benefits the mother has been much overdone by the press and, perhaps, by those looking for ways to discredit the women's rights movement. In fact the demand for child care services is perhaps the most misunderstood of all women's rights demands. The most common misconception is that feminists don't care about their children; that they simply want warehouses to drop off their children so they can be free to do what they want.

Child care benefits children and the family just as much as the woman. A child whose environment is limited to his or her own small family unit cannot thrive. The one-to-one 24-hour relationship of mother and child can be as stifling to the child's growth as to the mother's. Children need to relate to a larger community and a preschool experience can offer this.

The White House Conference on Children spawned many caucuses, among them a Women's Caucus. A primary emphasis of this group, representing women from the Conference across economic and social lines, was "the vital need of all children to have early learning experiences that help them develop a capacity to live and co-exist in a world with people who are culturally, sexually, economically, and recially different." It was with this statement that the Women's Caucus recognized that child care is part of a larger issue—the issue of the emotional and social healthiness of today's family, a family unit which could offer more true options to children, women and men if it were aided by supplemental services such as child care.

We are happy to note that S. 1512 recognizes the needs of the working mother and single parent. Latest Department of Labor statistics (1970) point to 3.7 million working mothers of preschoolers that are above the defined poverty level. Over 2 million of these are considered traditionally middle-income—that is, from family incomes of from $5,000 to $10,000 per year. So, as stated by the 1970 White House Conference on Children, "to discuss at length whether day care is an economic luxury, a political right, or a social tool ignores the tremendous need for supplementary care which exists today, a need which parents will continue to meet the best they can with whatever resources are available. The question, therefore, is not whether America should have day care, but rather whether the day care which it has, and will have, will be good for the child, the family, and the nation."

Children from these mid-income families are too often placed into seriously inadequate and sometimes dangerous child care situations—when they can be afforded or found. A *Good Housekeeping* magazine poll published in March, 1970, showed that the most pervasive complaint of working mothers was the lack of dependable child care. As an example, one woman reported that her two year old had wandered away from a neglectful sitter and ended up on an airport runway a mile away. To reach there, the child had crossed a stubble field, climbed two barbed-wire fences and a busy highway. This is not a unique story.

With good developmental care costing around $2,000 per year, it is easy to see that the so-called middle income parent, as defined above, needs support to receive child care for his or her child. In this light, we are happy to see and strongly support a new definition of low-income, and therefore, of those receiving free child care, to be the more realistic Bureau of Labor Statistics level of $6,900.

While supporting priority for the poor, the National Organization for Women would hope that more and more non-poor children will be able to benefit from this program through the years. With this in mind, we applaud Reps. Abzug's and Chisholm's attempt to reinforce the philosophy that "comprehensive child

development programs . . . are essential to the achievement of the full potential of America's children and should be available as a matter of right to all children regardless of economic, social and family background." The allotment formula contained in HR. 8402 for the first 3 years of the program, reducing by 5% each year the amount reserved for children of families under the BLS lower living standard while at the same time increasing the funding, helps to establish the legislative framework for the future expansion of such programs to universally available child development services.

Although NOW is committed to work for universally available, publicly supported child care, we are in accord with flexible fees on a sliding scale, as an interim step, to reflect the urgent needs and varied resources of families.

The National Organization for Women feels that a higher funding level than the one in this bill is more humane and realistic. More humane, because it does not force middle income and poor to grovel over an amount of money inadequate for either of their needs. Realistic, because somewhere between $8 to $10 billion is needed to supply child care to preschoolers of mothers already working. On the other hand, $7 billion alone is needed to provide services to all disadvantaged children.

PARENT CONTROL

We are happy to see the strong parent control component of the Comprehensive Child Development Act of 1971. N.O.W. places consumer control high on the list of necessary ingredients for quality day care—that is, that the major responsibility for planning and operating of child care services be controlled by those most concerned with the children involved.

Parent control seems to us the most practical and workable method of quality control. Parent involvement in day care programs would assure programs beneficial to children since a parent is certainly going to want only the best for his or her child. It is also an inexpensive method of quality control, as opposed to the use of professional monitors.

Parent involvement, such as through volunteer or participation on a board of directors, would also guarantee that child care would become an extension of the family. N.O.W. would strongly oppose day care programs becoming isolated from and unaccountable to parents.

24-HOUR CHILD CARE

N.O.W. would like to see child care provided on a 24-hour basis where it is needed. This request for 24-hour child care has been misinterpreted to mean providing permanent drop-off places for children with parents visiting only occasionally. What is really meant, however, is that services should be available at flexible hours to accommodate children of parents who work at night, or at unusual hours. Just as an example, if you work on Capitol Hill, you are required to work many evenings late. What happens to your child when the day care center closes at 6:00 p.m.?

SOCIOECONOMIC INTEGRATION

Although it is hard to tell how much S. 1512 would provide for this, N.O.W. would like to see as much social and economic integration in preschool as possible. Because of society's overall economic segregation, we realize that this is difficult. We strongly feel, however, that one thing children *do not* need is to grow up in a sterile, homogeneous environment. It appears that Reps. Chisholm and Abzug were thinking of this when they added an amendment to allow the Secretary of HEW to designate a non-governmental sponsor, not only to meet the needs of the economically disadvantaged, but also of other preschoolers. This could be a step to stem the tide of an undesirable two-class system of day care.

At the same time, N.O.W. and many other women's groups, would like the oportunity to start child care centers for the community. An amendment of this sort would allow non-profit, non-governmental organizations such as women's organizations to sponsor child care programs serving both middle-income and low-income children.

SEX ROLE STEREOTYPING

The National Organization for Women would also like to see some provision in S. 1512 ensuring equitable treatment of women and men in employment created by this bill. Hopefully this would bring about more men relating to

children in the preschool setting, as well as more women participating in the administration of the overall program.

Sexual integration of center staff, as well as of the administrative level, would help to overcome another area of N.O.W.'s concern: sex role stereotyping of preschoolers. A good part of this testimony would not be necessary if small children were not tracked into arbitrary roles according to their sex. Doll corners and dress-up corners where only girls play, and truck and block rooms where only boys play are stifling to the full development of a child's unique, individual potential and talents. We feel preschool programs should be geared to individual strengths and weaknesses rather than narrow, preconceived roles.

LICENSING

Sometimes archaic and unenlightened local licensing and regulatory procedures seem to impede rather than aid the growth of child care programs. N.O.W.'s Child Care Task Force sees these regulations as one of the most inhibiting of all factors to the development of day care.

Since any programs set up by S. 1512 would be affected by local licensing agencies, N.O.W. would hope that some provision could be made to assure that licensing procedures be realistic and aid in the establishment of rather than the hindrance of good programs.

Although regulations to assure the basic physical safety of children are needed, many of the restrictions seem to have little concern for children, while at the same time make it almost financially impossible for communities to start child care programs. It is no secret that parents desperately needing care for their children have circumvented local regulations and set up "bootleg" centers.

The White House Conference on Children noted that "many licensing authorities do not live up to their potential because regulations are inappropriate or because their own training and funding are inadequate. In some cases, the complexity of local, state, and other requirements impedes the establishment and expansion of programs, both good and bad. Too often, regulations focus on physical facilities and on superficial differences in services, such as 'nursery schools' versus 'day care centers,' and ignore crucial areas such as the inclusion of specific program elements."

Finally, the National Organization for Women hopes S. 1512 marks the beginning of a new attitude towards day care and the end of the attitude that it is a reluctant substitute for a good family life, a service only for poor and problem homes.

NOW believes that, quite to the contrary, child care offers a much needed supplemental support for families regardless of income. In an urban society where each small nuclear family lives in isolation from others, where the extended family has disappeared, and where many mothers must work, child care must become recognized as a right (as S. 1512 states). A child needs relationship with other children and other adults; today's mother who lives so much in isolation cannot be all things to her child, and who has the emotional, psychological or economic need to pursue work or other interests.

Although until recently few attempts were made to evaluate objectively the efforts of full day care, abundant research documents the possibility of desirable effects associated with some variety of experience outside the home. (1970 White House Conference on Children)

No matter how enlightened many of us are, we still hold a fear of the effects of maternal-child separation. One reason why many social institutions formerly resisted extra-familial child care was the deep belief in the importance of family life and fear of the possibly destructive results of separating a child from its mother. The institutional syndrome of maternal deprivation found in many orphanages was attributed to any separation from the biological mother, rather than to prolonged separation combined with other institutional conditions such as perceptual monotony; little interaction with adults; and lack of a basis for self, family, and historical identity. Traditional guidelines viewed day care as a last resort because the institutional findings were overgeneralized to include the part-time—*and very different*—separation involved in day care where the child returns daily to the family. (1970 White House Conference on Children)

Anthropologist Margaret Mead has said that widespread misunderstanding of children's needs and their relationship to our particular nuclear family arrangement, have tied "women move tightly to their children than has been thought necessary since the invention of bottle feeding and baby carriages."

Our traditional model of the biological mother as the sole and constant caretaker is unusual. In most cultures and in most centuries, care has been divided among an extended family and the community. Universal education for older children, the geographic mobility of families and the social isolation of many people in the cities have drastically limited these resources for the American mother. As a result, we are now faced with the need for new options for child care.

In the future, N.O.W. hopes that child development services will be completely separated from public welfare programs, that they will not be developed in order to lessen public assistance roles, but rather as a basic right. The child welfare concept of day care—as a service to poor and problem families—has contributed to the resistance to enlarging services to cover broader segments of the population and, concurrently, has prevented ethnic and socioeconomic integration of preschools.

PROJECTS IN DAY CARE OF THE OFFICE OF ECONOMIC OPPORTUNITY 1970–71

Project title	Funding	Contractor/grantee	Description of project
1. Day Care Survey and Analysis..	$406, 624	Westinghouse Learning Corp., 5801 Annapolis Road, Bladensburg, Md., Jody R. Johns (301) 779–3150.	A comprehensive survey which will (1) develop a compendium of information on Federal day care financial assistance programs, State licensing practices, and notable State and local programs, (2) undertake six in-depth local community case studies, (3) survey local day care programs representing a variety of financial support patterns and types of programs, (4) survey users and nonusers of day care, and (5) and make projections of national needs for day care.
2. State of the Arts Study.....	136, 607	OEO/PRE, 1200 19th Street, NW., Washington, D.C., Dr. Edith Grotberg (202) 382–6918.	Designed to organize what is already known about pre-school day care; the study will cover child development needs; program content; auxiliary services; teacher-child-parent-program interactions; problems of physical facilities, financing, and administration; and measurement and evaluation.
3. Day Care Workshop.....	$400,000 ($250,000 allocated by OCD).	Funds transferred to HEW/OCD Day Care Workshop, 375 Park Avenue, Suite 1701, New York, N.Y., Dr. Ronald Parker, (212) 758–7152.	A 2-week workshop designed to produce a series of publications and audiovisual materials on (1) effective curriculum models for use in FAP and other federally funded day care programs, (2) principals for the operation of child care programs, (3) policy criteria for utilization of day care services, (4) methods of training child care personnel.
4. Policy Studies Group.....	$434,948.....	Institute for Interdisciplinary Studies, 1800 Chicago Avenue, Minneapolis, Minn., Seldon P. Todd, Marvin Meyers, Steve Johnson, (612) 333–4251.	Establishment of a Day Care Policy Studies Group in order to analyze key policy issues related to Federal day care assistance programs affecting poor people, using existing information and information to be developed by the PSG and other organizations, and to present findings and relevant information on these issues to OEO.
5. Evaluation of Exemplary Day Care Centers.	$327,172.....	ABT Associates, 55 Wheeler Street, Cambridge, Mass., Stephen Fitzsimmons, (617) 492–7100.	A qualitative assessment of approximately 40 day care centers to identify a range of quality models of day care centers and assess the impact that these quality centers have on children, their mothers and families.
6. Model Family Assistance Plan —Child Care Service System.	$1,034,332 ($775,000 allocated by HEW).	Funds transferred to HEW/OCD. Grant made to Vermont State Economic Opportunity Office, HEW/FAP, Joseph Corbett, (202) 362–4040 extension 7318.	Simulation of the proposed Family Assistance Plan in order to resolve the many problems attending the integration of FAP with the State programs to have a model Federal-State agreement available to serve as a basis for future discussions with various States.
7. Impact Feasibility/Design Study.	$96,796.....	Center for the Study of Public Policy, Read House Farwell Place, Cambridge, Mass., George Thomas, (617) 594–4914.	Determine the feasibility of and formulate an appropriate demonstration design for an Impact Experiment to simulate comprehensive federally supported day care in two communities using an entitlement system in one and a project grant system in the other.
8. Evaluation of National Capitol area Day Care Center reading project.	$69,000.....	Training Researdh and Development, Inc., 918 10th Street NW., 1025 Connecticut Avenue, Dr. Harvey Block, 293–2571.	Study of the effectiveness of programed instructional techniques of reading and cognitive development on the day care center population by the comparison of phonics, ITA and computer assisted instruction (CAI) methods of instruction and the cost effectiveness of these approaches within the program.
9. Licensing study.....	$125.000.....	HEW–OCD Consulting Services Corp., social and administrative systems and services, 1602 Tower Building, Seattle, Wash., Jack Harbeston, (202) 682–7681.	Assessment of present State licensing codes and practices and development of model licensing codes to assist in implementation of policy and legislative changes.

Note: For further information contact: Mr. Joseph Howell, director, Human Resources Division, Office of Program Development, Office of Economic Opportunity, 1832 H Street NW., room 600 Washington, D.C., (202) 382–2051.

Senator MONDALE. We stand recessed subject to the call of the Chair.

(Whereupon, at 11:10, May 27, 1971, hearing in the above entitled matter was adjourned to meet at the call of the Chair.)

THE COMPREHENSIVE CHILD DEVELOPMENT ACT OF 1971

WEDNESDAY, JUNE 16, 1971

U.S. SENATE,
SUBCOMMITTEE ON EMPLOYMENT,
MANPOWER, AND POVERTY, AND SUBCOMMITTEE ON
CHILDREN AND YOUTH OF THE
COMMITTEE ON LABOR AND PUBLIC WELFARE,
Washington, D.C.

The subcommittee met at 9:15 a.m., pursuant to notice, in room S-407, Capitol, Senator Walter F. Mondale (chairman of the Subcommittee on Children and Youth) presiding.

Present: Senators Mondale, Randolph, and Javits.

Committee staff members present: A. Sidney Johnson, professional staff member; John K. Scales, minority counsel.

Senator MONDALE. The committee will come to order.

We are privileged this morning to have Dr. Zigler, who is the director and head of the Office of Child Development and Mr. Kurzman, who is the Assistant Secretary for Legislation, Department of Health, Education, and Welfare. We are most pleased to have you with us here this morning. You may proceed as you wish.

STATEMENT OF STEPHEN KURZMAN, ASSISTANT SECRETARY FOR LEGISLATION, DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE; ACCOMPANIED BY DR. EDWARD ZIGLER, DIRECTOR, OFFICE OF CHILD DEVELOPMENT, DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE

Mr. KURZMAN. Thank you, Mr. Chairman. We are very pleased to be here to represent the position of the Department of HEW in regard to child development legislation. The administration shares the deep concern of the subcommittees, Mr. Chairman and Senator Javits, and of the subcommittee's counterpart in the House, with the health, development, and general well-being of our Nation's children.

We are very much cognizant of the deep, bipartisan effort that has been made in the development of the proposed child care legislation. And, for the administration, let me say that it is our opinion also that lives of our children should never become a political issue. The President, early in this administration eloquently voiced the concern of all Americans that their children have every opportunity for growth and development.

He pointed to the special importance of the early years of life and stated:

So crucial is the matter of early growth that we must make a national commitment to providing all American children an opportunity for healthful and stimulating development during the first 5 years of life.

In keeping with this commitment, the administration has made a strong pledge to expand day care and child development services. The anticipated budget for such services in fiscal year 1973 will be $1.2 billion, approximately double the amount expended in the current fiscal year.

This $1.2 billion will include funds for day care and other child development activities under H.R. 1, the welfare reform bill, which is going to the House floor next week we hope, the Headstart authority, the Economic Opportunity Act, title IV, day care and child development under the Social Security Act and certain other provisions of the Economic Opportunity Act.

It is in this context that we come before the subcommittee this morning with a set of proposals which we feel constitute the most effective and realistic new initiative that can be mounted to serve the Nation's children, a goal which the administration shares, as I have said, with the members of this subcommittee. We have presented a list of specifications to the members of this subcommittee which represent, in our judgment, the fundamental elements that ought to exist in a new legislative plan establishing coordinated child care and development services.

May I ask at this point, Mr. Chairman, if it might be appropriate to place that in the record.

Senator MONDALE. It will be placed in the record following your testimony.

Mr. KURZMAN. Thank you, Mr. Chairman. In our opinion, the highlights of this new legislative thrust should be as follows:

First and foremost, is to assure that there is consolidation and coordination of Federal day care and child development programs. This, to us, is a major feature that should exist in any new proposal. This would tie in very closely with a very important initiative Secretary Richardson has engaged the Department in developing, which is a way of integrating services, social services generally, at the local level to avoid the kind of overlap, duplication, and falling between the cracks that we have found with so many social service, family and child programs.

Our second point is to assist in the development of a primary system for the delivery of day care and child care development services under those programs so that there is a principal mechanism under which various sorts of funding can be accommodated. These include the vendor payment funding through the H.R. 1 welfare reform system, which is, we hope, to be enacted shortly, the title IV, Social Security Act system which has been in place for some years and the Headstart authority, which of course has also been in place for some time.

Our third purpose is to establish a targeted approach to the use of all of these Federal funds, to pull them all together to reach the principal targets—the provision of day care services for children of low-income working families and the provision of child development services for children, regardless of the work status of their parents, to the extent permitted by budgetary resources and with priority to economically disadvantaged children.

At a time when numerous Federal efforts are directed towards providing children's services, it makes considerable sense to consolidate similar services into one bill. It is also important to guarantee that the provisions of the bill make it possible to coordinate the consolidated programs with other existing programs and with new initiatives, especially the day care provisions in H.R. 1. In order to bring about that consolidation and coordination, the following statutes would be amended to repeal authority to operate day care programs.

Mr. Chairman, may I ask that this list of authorities be placed in the record at this point.

Senator MONDALE. Without objection.

(The information referred to subsequently follows:)

STATUTES TO BE REPEALED OR AMENDED UNDER ADMINISTRATION SPECIFICATIONS FOR DAY CARE AND CHILD DEVELOPMENT LEGISLATION

1. Social Security Act, as amended:
   Title IV–A, Aid to Families of Dependent Children.
   Title IV–B, Child Welfare Services.
2. Economic Opportunity Act, as amended:
   Title I—Supportive Services for Manpower Programs—reference to day care.
   Title II—Head Start.
   Title III—Supportive services for migrants—reference to day care.
   Title V–B—Day Care.

Mr. KURZMAN. Further, the Secretary would be required to coordinate title 1 of the Elementary and Secondary Education Act and the Followthrough programs with the programs authorized under this act and to insure that joint technical assistance efforts between the Office of Child Development and the Office of Education are established. The Secretary would prescribe regulations and make arrangements as necessary to insure that suitable child development programs under our proposal would be available to children receiving aid or services under Titles IV–A and IV–B of the Social Security Act.

It is the administration's view that a delivery system for day care and child development services should be established which could be employed for both the consolidated services contained in this legislative proposal and those anticipated under H.R. 1. The delivery system that we propose would utilize prime sponsors as the primary vehicle for Federal funding of such programs.

Those eligible for prime sponsorship would be the general-purpose government of any State or any city with population in excess of 500,000, and any federally recognized Indian reservation. The chief executive of a prime sponsorship area would designate the agency responsible for program operation and would also establish a child development council.

The child development council membership would be appointed by the chief executive, with the requirement that no less than 25 percent would be parents representative of the population served. The agency designated by the chief executive, in cooperation with the child development council, would develop a prime sponsor plan for children's services. The process would insure integrated delivery of services to children by coordinating the planning of services provided under this proposal and those provided under other authorities assisting children and their families.

We would like to make clear that what we are proposing addresses primarily the planning and administration of children's programs by State and large-city general-purpose government. It is our intention that the actual operation of programs on a day-to-day basis is a given community would be conducted by a broad range of public and private agencies, which may apply for funding under the prime sponsor plan.

It is also our intention that parents be encouraged to participate as much as possible in the day-to-day children's learning activities and other activities in the local centers.

With respect to the planning and administrative functions. We propose that prime sponsors will receive from the Federal Government first, planning grants, funds for resource creation, and for no longer than a 24-month period, grants for operating expenses of child care and development programs; and second, funds through vendor payments for longer term operating and capital expenses.

The rationale for selecting a State and large city prime sponsor approach rests upon our concern that children's programs be of the highest quality. Programs of optimal quality can be achieved only in a delivery system that permits sound Federal management and one that promotes the utilization of already existing social services in behalf of children enrolled in those programs.

Senator JAVITS. May I just ask one question, Mr. Chairman? Mr. Kurzman why did you include—as eligible for prime sponsorship—cities over 500,000 and not counties with a unitary county government, for example, those with a county executive, with populations over 500,000?

Mr. KURZMAN. Senator Javits, the specifications make it clear that we would permit the States, as prime sponsors, to designate counties or any other subdivision as the prime sponsor for the State.

Senator JAVITS. Is that your only reason for distinguishing between cities of 500,000 and counties, with county government, of 500,000? Or, didn't you think of it?

Mr. KURZMAN. No, we did, Senator. I think that the point that I am making is that we would permit the States to designate a subdivision, such as a county——

Senator JAVITS. States don't designate a city of 500,000. Why shouldn't a county with 500,000, with an integrated government qualify in the same way?

Mr. KURZMAN. On the basis of our Headstart experiences, we believe that the quality of services delivered to children depends in large part on the number of projects to be monitored by any one agency of government. Our Headstart experience has taught us the price children pay when the Federal Government has responsibility for a greater number of programs than it can effectively administer. Headstart grants are made directly to local communities by the Federal Government with the result that over 1,000 grantees must be monitored by the 10 regional offices of the Office of Child Development. The ability of these offices to monitor or provide technical assistance in a timely way is necessarily limited and program quality often suffers as a consequence.

I might point out here that the scale of the increase in Federal funding for day-care centers, taking together the new funds in H.R. 1, title IV and Headstart, would, in our judgment, ultimately call for some-

thing like 10,000 day-care units, at the least and perhaps upwards of that to 40,000 individual day-care units. So, we are talking about such an enormous expansion of facilities and units within the next few years that when you compare it to the scale that is now in operation, it would require a much, much larger Federal bureaucracy and a great inability, in our judgment, to manage and monitor effectively the quality of the services provided. That is why we are talking about approximately 100 prime sponsors applying to the Federal Government and being monitored by a Federal agency.

These prime sponsors, of course, would in turn be the grantors to the individual day-care centers within their areas. It is for this reason that we recommend that prime sponsors be limited to units of general purpose government of States, cities with over 500,000 population, or Indian tribal organizations. This will build into the delivery system a limited number of prime grantees.

Responsibility and accountability will reside in elected officials and consequently, a government program will be located where it can be monitored effectively. The role, then, of the Federal Government will be that of assuring that State plans are adequate, that proper guidelines are being employed and enforced, and that programs are administered equitably and in the best interests of children.

Our proposed limitation of eligibility for prime sponsorship would not only enhance our ability to maintain high quality of services to children, but would also facilitate the maximum integration of all services to children and their families. Only the Governor or the chief executive officer of a large metropolitan area is in a position to coordinate all the social service resources at his command so that children are able to get the help they need with minimum difficulty.

Unless this integration of services is planned for initially, it develops so haphazardly that great inefficiencies occur through duplications of effort or gaps in available services.

Our proposal makes every effort to guarantee that those children who need child care and developmental services most do indeed receive them. We therefore propose that while all children between the ages of 0 and 14 may be served, priority should be given to economically disadvantaged preschool children.

The economically disadvantaged would be defined as those whose annual family income is below the H.R. 1 welfare reform break-even point—$4,320 for a family of four. Children from families above the H.R. 1 break-even point would be eligible to receive services on a fee basis, with the fees on a sliding scale related to income and size of family.

Our choice of this figure, as opposed to some higher figure for child care services at no cost, was predicted on our concern that every effort must be made to serve children from the most impoverished segment of our society before free services are provided to a more affluent stratum of the population. Attempting to provide free services on a large scale would outstrip all available resources and, of greater importance, would dangerously dilute the program's impact upon the poorest and most needy children.

At the same time, we do not wish to isolate these children from their peers. A limited universe of totally publicly funded slots will enable more youngsters to participate on a sliding fee basis and will ensure a

better mix of children from various economic backgrounds. We should remember that families required to pay a partial fee will be charged only what they can reasonably afford. Thus, child development services will not be put out of their financial reach and as the programs grow we would hope that increasingly higher income level children would be able to participate. The result, then, would be the type of socio-economic mix that would be beneficial to the development of all children.

The administration's proposal anticipates the provision of day care services for children of low-income working families and the provision of child development services, regardless of the work status of their parents.

The funding for these would be somewhat split. Funding for services to children of low-income working families will be provided primarily through H.R. 1 and title IV of the Social Security Act. Funding for child care services for children, regardless of the work status of their parents, will also be specifically authorized under this proposal, limited, as I have noted, both by our budgetary resources and by the priority given to the economically disadvantaged. Funding for this latter category would be provided primarily through the proposed act which would incorporate Headstart and other Economic Opportunity Act day care funding.

If we are to provide more than minimal care for young children in federally supported programs, we must not expand services more rapidly than the system can accommodate. We therefore propose that the authorized funds not exceed the amounts already budgeted for H.R. 1, title IV of the Social Security Act, and Headstart.

As I have pointed out before, this already represents a doubling of the funds now being spent by the Federal Government for such services. Mr. Chairman, I briefly described the major features of the administration's proposal for a new initiative in the child care area. We have also developed specific proposals concerning such issues as the Federal share of funding for children's services, responsibility for grant administration under other authorities, construction, and renovation of facilities, training, services to Federal employees, research, evaluation, and technical assistance, and Federal standards for the group care of children.

Our proposals on these issues have been transmitted in the document I have referred to as our legislative specifications. We very much appreciate this opportunity to appear before you today. I look forward to working with you in developing legislation which will best serve the needs of the Nation's children.

Senator MONDALE. Thank you very much, Mr. Kurzman. You used the figure at one point of $1.2 billion. Would you break that down for us?

Mr. KURZMAN. Yes, sir; I think that the primary figure is over 700 million in H.R. 1.

Senator MONDALE. That is new spending?

Mr. KURZMAN. About half of that is new spending. Half of that is existing title IV funding.

Senator MONDALE. In other words, about a 100-percent increase?

Mr. KURZMAN Yes. There are 370 million Headstart funding which represents——

Senator MONDALE. How does that compare with last years'?

Mr. KURZMAN. That is an increase from 340——

Dr. ZIGLER. It is an increase from 340 to 360, about $20 million.

Senator MONDALE. What percentagewise increase, approximately? About 7 percent?

Dr. ZIGLER. Five percent.

Senator MONDALE. Are those the two figures, the two parts of the administration's proposals?

Mr. KURZMAN. The balance woud be those title IV funds which are not subsumed in H.R. 1 funding.

Senator MONDALE. What is that figure?

Dr. ZIGLER. Approximately $300 million.

Senator MONDALE. $300 million and what does that go for?

Dr. ZIGLER. This goes for day care services, Mr. Chairman. Primarily, for AFDC mothers who are working part time, being placed in training.

Senator MONDALE. What is the figure now in that category?

Mr. KURZMAN. I have that figure with us, Mr. Chairman. It will take me a moment to get it. Our problem, Mr. Chairman, is that we have a figure which represents the total title IV spending estimated for 1972, not the broken out part, which would remain after H.R. 1.

Senator MONDALE. Can you maybe submit it for the record, the spending differences suggested?

Mr. KURZMAN. Yes, indeed.

(The following was subsequently supplied for the record:)

TOTAL ESTIMATED FEDERAL EXPENDITURES AND CHILDREN SERVED UNDER MAJOR FEDERAL CHILD CARE PROGRAMS (INCLUDES PART DAY AND SUMMER) FISCAL YEAR 1971

	Expenditures	Estimated number of children
Title IV–A, Social Security Act (non-WIN)	$244,830,000	197,479
Title IV–A, Social Security Act (WIN)	38,000,000	[1] 117,162
Title IV–B, Social Security Act (child welfare services)	1,900,000	20,000
Title I, Economic Opportunity Act (concentrated employment program)	7,500,000	9,500
Title II–B, Economic Opportunity Act (Project Headstart)	360,000,000	478,600
Title III–B, Economic Opportunity Act (migrant and seasonal farmworkers)	1,400,000	2,000
Total	653,630,000	824,741

[1] The lower cost per child reflects the fact that in most States WIN day care expenditures and WIN administrative overhead are being attributed to social services costs rather than establishing a separate accounting system for WIN child care.

Note: The fiscal year 1972 budget escalates these figles significantly, to cover $900,000,000 and 900,000 children served.

Senator MONDALE. So, that works out to $1.2, approximately. Now, of this $700 million spent under H.R. 1, how many children do you estimate that will serve?

Mr. KURZMAN. The goal of the administration is to have 1 million children in welfare reform day care under that $700 million.

Senator MONDALE. Does that work up to——

Mr. KURZMAN. A cost of $700 per year, per child, averaging.

Senator MONDALE. How many of those are full-time day care recipients and how many are after school?

Dr. ZIGLER. We figure two-thirds of those will be school-age children. One-third will be preschool.

Senator JAVITS. If the Chairman will allow me, what is the target population?

Mr. KURZMAN. The target population are the children of working parents receiving welfare reform assistance, family assistance.

Senator JAVITS. How many?

Mr. KURZMAN. That is 1 million children.

Senator JAVITS. That is your goal, but what is the target population? What is the universe of eligible children out of which you are establishing a goal of reaching 1 million?

Mr. KURZMAN. You are talking about those who would be eligible?

Senator JAVITS. Right. It is a million out of how many eligible children?

Mr. KURZMAN. I can't give you that figure. We will supply it.

(The information subsequently supplied follows:)

NUMBER OF FAP CHILDREN 0–14

State	Total population [1]	Number of FAP children 0–14 [2]	State	Total population [1]	Number of FAP children 0–14 [2]
United States	203,184,772	10,012,341	Missouri	4,677,399	208,320
Alabama	3,444,165	359,520	Montana	694,409	43,680
Alaska	302,173	12,320	Nebraska	1,483,791	47,040
Arizona	1,772,482	98,560	Nevada	488,738	16,800
Arkansas	1,923,295	169,120	New Hampshire	737,681	30,240
California	19,953,134	800,800	New Jersey	7,168,164	191,520
Colorado	2,207,259	135,520	New Mexico	1,016,000	70,560
Connecticut	3,032,217	72,800	New York	18,190,740	667,520
Delaware	548,104	35,840	North Carolina	5,082,059	343,840
District of Columbia	756,510	47,040	North Dakota	617,761	32,480
Florida	6,789,443	535,360	Ohio	10,652,017	447,400
Georgia	4,589,575	381,920	Oklahoma	2,559,253	166,880
Guam			Oregon	2,091,385	69,440
Hawaii	769,913	22,400	Pennsylvania	11,793,909	546,560
Idaho	713,008	20,160	Puerto Rico		
Illinois	11,113,967	372,960	Rhode Island	949,723	41,440
Indiana	5,193,669	227,360	South Carolina	2,590,516	192,640
Iowa	2,325,041	80,640	South Dakota	666,257	38,080
Kansas	2,249,071	58,240	Tennessee	3,924,164	295,680
Kentucky	3,219,311	187,040	Texas	11,196,730	788,480
Louisiana	3,643,180	332,640	Utah	1,059,273	22,400
Maine	993,668	58,240	Vermont	444,732	23,520
Maryland	3,922,399	168,000	Virgin Islands		
Massachusetts	5,689,170	157,920	Virginia	4,648,494	276,640
Michigan	8,875,083	331,520	Washington	3,409,169	95,200
Minnesota	3,805,069	126,560	West Virginia	1,744,237	117,600
Mississippi	2,216,912	340,480	Wisconsin	4,417,933	109,760
			Wyoming	332,416	16,800

[1] U.S. summary of general population characteristics; advanced reports (PC (V–2)–1), February 1971.
[2] Poverty facts and figures, poor children under 14, by region from census CPS, March 1970, of 1969 incomes.

Note: Number of children in FAP poverty is approximately 12 percent above the number of children in OEO poverty.

Senator JAVITS. That is critically important. We understand that it is upwards of 4 to 6 million children. Now, you tell us that it is 1 million. That is the essence of this thing.

Senator MONDALE. That is just preschool children in poverty. I think we had an estimate yesterday of 9 million—including preschool children in poverty and preschool children whose mothers are working—but those are estimates.

Senator JAVITS. We need a reliable figure, Mr. Kurzman, and I think it would be very helpful for the committee to know exactly how many eligible children there are. Your testimony is extremely important, but there are many gaps because people like myself and Senator Mondale have bills of our own having material differences in their approach

to child care. But the big difference, of course, relates to how much money is provided and the administration, in my judgment, is seeking to hold this figure at a minimum level.

Notwithstanding 100 percent increase in expenditures, this field is terribly neglected and relates to other expenditures of Government and to the social order of the country. So, juxtapositions become critically important. If you would be kind enough, you or Dr. Zigler, to give us some profile as well as some estimate of the population that we have to think about and then, what you are reaching for, that would be very helpful.

Mr. KURZMAN. We would be happy to do that, Senator. May I point out, too, that in the comparison of the figures it should be pointed out that the 1 million figure is based upon eligibility, not merely for assistance under the welfare reform proposal, but assistance as employables who are registered with the Department of Labor, as that bill now stands. So, that would not include the children of those who are not considered employable and who are still under HEW jurisdiction.

We must be careful to make sure that the comparison is a comparison of like populations here.

Senator JAVITS. Right. Will you do that for me, please?

Dr. ZIGLER. Senator, on that point, we will be happy to provide a collection of figures. As you know, trying to get that particular figure and finding a reliable one is fraught with uncertainty. We can extrapolate from experiences with WIN but we don't know how many parents of preschool children will volunteer for training and employment. Therefore, we don't know how many families will actually enter a child in day care once the bill passes.

So, what we will have to do is come up with minimum and maximum figures for you.

(The information subsequently supplied follows:)

MINIMUM AND MAXIMUM FIGURES OF WOMEN WHO WILL ENTER WORK-TRAINING UNDER H.R. 1, INCLUDING VOLUNTEERS

1. Maximum number of Women 3,815,000.
   Source: Table 13, page 229, Report of the Ways and Means Committee on H.R. 1, May 26, 1971.
2. Minimum number of women (those who have children) 6–14, 1,041,495:
   Source: Of (1) above 27.3% derived from data of NCSS.
3. Women with children under 6, 2,773,505 of whom approximately 25% or 693,376 would volunteer.
4. Therefore approximately Women to work in FAP, 1,735,071.

Senator JAVITS. Do the best you can. Mr. Chairman, may I ask one further question. The Chair is very gracious in allowing me to go to another meeting of our own committee. The three really big issues of difference are money, how many children you are going to reach, and sponsorship and the participation of parents.

Now, we have talked about the money. Senator Mondale, I am sure, will go into it in greater depth. As to sponsorship, I am puzzled by one thing. With regard to the administration or sponsorship of manpower programs, the administration has sought standard metropolitan areas of a smaller designation—as low as 100,000 units of population. Nonetheless, I gather the administration wishes us to believe that we must deal in units of 500,000 or more or even with an entire State, in the child care field. Is there any rationale for that approach?

Mr. KURZMAN. I wouldn't want to have to draw too hard a distinction between child care and the manpower field. However, we do view this as possibly the nucleus for a broader integration of services for families. In that context, so much of social service for families is provided by general purpose government or is within the jurisdiction of general purpose government, in rather large units.

It would be possible to use these large units as nuclei for that kind of service only if those larger units indeed had prime sponsorship roles. Now, that does not mean, of course, that there wouldn't be a great deal of dispersion among the various small units by those prime sponsors. Neighborhood groups would be the grantees, ultimately.

Senator JAVITS. But they become the licensee of the political authority whom you designate as eligible for prime sponsorship. What are you going to do with a State that has no city of 500,000 and doesn't itself wish to become a prime sponsor?

Mr. KURZMAN. Our proposal has not directly addressed itself to that but we would have to provide, I believe, some sort of a pass-through in order to have programs in those States.

Senator JAVITS. And the same is true, is it not, of those counties without town governments, like my own Nassau, Monroe, Erie, Rockland, Westchester. Would you think about that and give us your desires on that?

Mr. KURZMAN. We would be happy to, Senator.

Senator JAVITS. I am referring to a county which has 500,000 or more people and an integrated government with a county executive.

Senator MONDALE. I don't have anything that qualifies as a major city, maybe one county.

(The following material was subsequently supplied for the record:)

Ideas on Including Counties of 500,000 as Prime Sponsors

As the attached list indicates, at the present time there are 3,049 counties, 74 of which have populations of 500,000 or more.

In order to determine whether a particular county should be eligible for direct funding as a prime sponsor, an important question would be whether it has a unified organizational structure capable of administering programs on a county-wide basis. The form of governmental leadership -- county executive (elected or appointed) or board/commissioner -- would not, by itself, be sufficient to make this determination. For instance, rural counties in New England, regardless of their form of leadership, seldom have a unified structure for administering programs. Instead, townships within county boundaries often have primary responsibility for delivering services.

Accordingly, for the Federal government to make a determination as to which counties to fund as prime sponsors, Federal criteria would have to be established to determine the capability of counties on the basis of organizational structure. Applying the criteria to applicants could prove costly and time-consuming. And even in instances where counties were found to have a unified form of government, jurisdictional problems could arise if the county and a city were congruent or a city comprised more than one county (or vice versa), unless the bill included criteria for determining precedence.

Our preference is to limit the number of prime sponsors in order to permit the most effective monitoring, technical assistance and grant administration by the Federal government. We believe that where counties do have a unified form of government sufficient to operate as prime sponsors, their autonomy can be recognized adequately by authorizing the State or larger city prime sponsor to delegate responsibilities to them.

UNITED STATES COUNTIES OF 500,000 OR MORE (1970 PRELIMINARY CENSUS)

TOTAL - 74

ALABAMA		
	Jefferson	639,461
ALASKA		
	None	
ARIZONA		
	Maricopa	963,132
CALIFORNIA		
	Contra Costa	551,456
	Los Angeles	6,974,103
	Orange	1,409,335
	Sacramento	636,137
	San Bernadino	672,163
	San Diego	1,318,022
	San Francisco	704,217
	San Mateo	561,027
	Santa Clara	1,057,032
COLORADO		
	Denver	512,691
CONNECTICUT		
	Fairfield	785,603
	Hartford	808,846
	New Haven	733,846
DELAWARE	None	
WASHINGTON, D.C.		746,169

FLORIDA	Broward	612,006
	Dade	1,259,176
	Duval	513,439
	Pinellas	515,123
GEORGIA	Fulton	594,608
HAWAII	Honolulu	613,114
IDAHO	None	
ILLINOIS	Cook	5,427,237
INDIANA	Lake	543,162
	Marion	785,085
IOWA	None	
KANSAS	None	
KENTUCKY	Jefferson	688,774
LOUISIANA	Orleans	885,787
MAINE	None	
MARYLAND	Baltimore	615,714
	Montgomery	520,716
	Prince Georges	657,628
MASSACHUSETTS	Essex	631,000
	Middlesex	1,388,129
	Norfolk	605,413
	Suffolk	721,152
	Worcester	633,785
MICHIGAN	Ma Comb	620,478
	Oakland	900,691
	Wayne	2,642,348

MINNESOTA		
	Hennepin	955,617
MISSOURI	Jackson	644,947
	St. Louis	956,196
MISSISSIPPI		
	None	
MONTANA		
	None	
NEW HAMPSHIRE		
	None	
NEW JERSEY		
	Bergen	886,805
	Essex	927,965
	Hudson	597,091
	Union	539,207
NEW YORK		
	Bronx	1,454,323
	Erie	1,700,597
	Kings	2,570,624
	Monroe	706,644
	Nassau	1,420,021
	New York	1,509,740
	Queens	1,968,460
	Suffolk	1,114,164
	Westchester	886,641
NORTH DAKOTA		
	None	
OHIO		
	Cuyahoga	1,701,640
	Franklin	822,336
	Hamilton	915,370
	Summit	550,234
OKLAHOMA		
	Oklahoma	511,377
OREGON		
	Multnomah	547,865
PENNSYLVANIA		
	Allegheny	1,591,270
	Delaware	592,200
	Montgomery	622,376
	Philadelphia	1,927,863

RHODE ISLAND	Providence	575,592
SOUTH CAROLINA	None	
SOUTH DAKOTA	None	
TENNESSEE	Shelby	718,777
TEXAS	Bexar	830,656
	Dallas	1,316,289
	Harris	1,722,336
	Tarrant	711,387
WASHINGTON	King	1,142,488
WEST VIRGINIA	None	
WISCONSIN	Milwaukee	1,046,268
WYOMING	None	

Senator JAVITS. My last question, Mr. Chairman, if I may, is why did you choose the 25 percent for parent participation on the Child Development Councils? What magic is there in that figure and what is your rationale for chosing it?

Mr. KURZMAN. Well, I don't think there is any real magic in picking any one figure for that, Senator, however, it does relate to the overall size of the council and what its functions ultimately would be. Our proposal is, as I have mentioned, predicated on the assumption that at some time in the future it may be possible to use these as the nuclei for broader social service integration for whole families, not merely for the children.

If that were the case, then we would want to have on the Child Development Council a larger array of organizations and interest groups, than might be interested particularly in day care to begin with. So, the problem would occur if you mandated from the beginning a very, very large proportion of parents of children served, or population served by child care alone. Then, you would have to have a much, much bigger council in the end in order to bring all those other groups in.

Senator JAVITS. Thank you very much, Mr. Chairman. May I express my deep appreciation to the Chair for its graciousness.

Senator MONDALE. Surely.

So, your cost figure works out to about $700 per child in day-care centers on a full-time basis?

Mr. KURZMAN. This, of course, represents averaging between the full-day component and the part-day component and children with different levels of service, too.

Dr. Zigler, do you want to add to that?

Dr. ZIGLER. Mr. Chairman, that figure is deceptive because you are combining to get an average, figures that extend from $1,600 for the care of a preschool child in center versus the $800 in home, family group care for preschoolers to $650 for the care of a school-age child. So the $700 figure can be deceptive.

Senator MONDALE. What would be the average expenditure for a child for year-round, let us say a 3- to 5-year child for year-round services? What do you estimate it would cost?

Dr. ZIGLER. It depends upon the setting. In a center, we are still estimating a $1,600 cost. However, for many of these children the parents will make provisions on their own and this will cost something in the neighborhood of $800 for a preschool child. Another kind of setting that will be used a great deal—which is presently being used and we will try to upgrade them, of course—is called a family day-care home. That also costs somewhere in the neighborhood of $750.

Senator MONDALE. What will be the minimum services required for children in that age group by the day-care centers?

Dr. ZIGLER. Our view is to build upon the Headstart experience here and as former Secretary of HEW, Mr. Finch, testified, we will take a developmental approach to these problems. We have in mind the nutrition of the child, the physical health of the child and perhaps, of greatest importance and what really brings up the cost of caring for the children, the educational component in the center.

The difference between custodial and what we would call developmental day-care in centers goes up greatly once you commit yourself

to an educational program for the child, rather than simply a custodial, baby-sitting, operation.

Senator MONDALE. Now, would you require by law or by regulation that all children in these day-care centers shall receive comprehensive nutrition, health, educational care?

Dr. ZIGLER. Yes. Our view now is that this is exactly what would be required for the center children, and, in addition to that, we would like to upgrade the quality of the family group care home by introducing medical care there as well and sufficient technical assistance to these homes.

Senator MONDALE. What do you estimate the cost of comprehensive developmental day-care services to be?

Dr. ZIGLER. Again, Mr. Chairman, it depends upon the setting.

Senator MONDALE. I am talking about a day-care center.

Dr. ZIGLER. Well, for a group center our estimate of this cost remains at $1,600 per year. This is the figure that we are using on the basis of our analysis of the cost of providing these various components in such a setting.

Senator MONDALE. Is it your testimony that the H.R. 1 will be a comprehensive child development program or something less?

Dr. ZIGLER. The President, himself, has spoken to this issue, Mr. Chairman, in which he pointed out that day-care envisioned under the family assistance plan will be considered an end in itself and will not be custodial in nature, that it would be directed at the development of children.

Senator MONDALE. What percentage of the present day-care slots under title IV are developmental, comprehensive quality programs?

Dr. ZIGLER. I am just analyzing those figures myself, Mr. Chairman. My view is that very few are.

Senator MONDALE. Very small?

Dr. ZIGLER. Yes.

Senator MONDALE. 20 percent?

Dr. ZIGLER. That would probably be as good an estimate as any that I could come up with. As I say, we are investigating these figures right now with people in SRS and CSA.

Senator MONDALE. The H.R. 1 simply provides that the project "shall provide for various types of care needed in the light of different circumstances and the needs of the children involved." That doesn't seem to have many teeth in it, particularly in the light of the fact that most of these day-care centers are custodial and not developmental. Would you agree to writing into H.R. 1 some very specific language tying down the need for developmental requirements and developmental day care for child development?

Mr. KURZMAN. We don't think that is necessary, Mr. Chairman, because we think the legislative history is quite clear on that.

Senator MONDALE. What legislative history?

Mr. KURZMAN. The testimony that Dr. Zigler has referred to from former Secretary Finch.

Senator MONDALE. The legislative history, I think, was devastating in that direction. We will get back to that. You know what I am getting at. The White House Conference on Children dramatically voted in their weighted ballot for the establishment of comprehensive,

family-oriented, child development programs, including health, day care, and early childhood education.

The Joint Commission on the Mental Health for Children came down very hard in the same way. The coalition that developed the child development bill which I have introduced with Senator Javits, cosponsored by Senator Randolph and others, tries to incorporate the thinking of the best minds in the country on the need for child development programs.

It is a new total effort to try to intervene for the first time, in not only the first 5 years of life but even concerning the health of the mother during pregnancy. Is it your testimony that it is the intention of the administration in H.R. 1 to require that kind of comprehensive child development care or do you have something less in mind?

In the Ways and Means Committee public statement on H.R. 1 they devote only a paragraph:

> The Secretary of Labor directly and by using child-care projects would provide for child-care services for registrants who required them in order to accept or continue to participate in employment or training. Families receiving such services might also be required to pay all or part of the costs involved.

The Ways and Means Committee Report is even more explicit, and more disappointing. It says:

> Your committee believes that well-designed child care programs, in addition to benefiting parents by freeing them for work, can also be of great benefit to the child and can help break the cycle of poverty. Child care for the pre-school child should not be care of low quality, but should include educational, health, nutritional, and other needed services whenever possible. However, the lack of child care of that level would not be good cause for failure to take training, if other adequate and acceptable care is available.

It is my impression that the whole thrust of H.R. 1 is not to provide comprehensive child care, but to get the mother out and working and to keep the children somewhere while she is there. I am very skeptical that without writing in broad, minimum standards, that is exactly what we will have and indeed, that is exactly what we do have in the present title IV. Now, do I fail to read something or see something here?

Mr. KURZMAN. I think there are two things, Mr. Chairman. One is that we feel that legislative history, and I am referring to the Department's testimony before the Ways and Means Committee and the Senate Finance Committee, makes it abundantly clear that we do mean more than custodial child care for those children of H.R. 1 recipients.

Senator MONDALE. What do you intend as a minimum? Tell me exactly what you are going to require at these units because I am going to put in an amendment to make certain that your objectives are achieved?

Dr. ZIGLER. The minimum will be determined by the Federal interagency day-care requirements which I have just brought through a revision, Senator. It has most of the concepts of the Headstart program. It doesn't include such things as services for pregnant mothers. It is not as comprehensive as your present bill before the Senate because it deals with a different age child, primarily 3 to 5, but in terms of the services to the child, they would be, in my estimation, comprehensive.

Now, to date, I don't think the language of the legislation indicates that. But, our discussion between HEW and the Department of Labor have certainly made clear in our tentative agreements that the stand-

ards we develop will be mandatory before the Department of Labor can purchase services from a day-care center.

I think perhaps the problem here is that our discussions within the administration and our determination to handle these primarily by guidelines, is one approach, whereas another approach would be the designation and legislation itself.

Mr. KURZMAN. May I point out, too, Mr. Chairman, we are speaking on our proposed legislation about creating a system of standards setting and of the creation of facilities and trained personnel where that kind of standard setting is relevant. Our notion is that those resources, once created, will then be sustained by vendor payments through H.R. 1 and title IV. We are trying to consolidate these in such a way with a limited number of sponsors so that that kind of standard setting will be effective.

We have in mind using these very same facilities for H.R. 1 day care. That is precisely what we are addressing ourselves to.

Senator MONDALE. It seems to me there is some magic involved here. If that is what you are after, comprehensive child development care, the Office of Child Development recently estimated that the cost of such group day care for children 3 to 5 years old is $2,320, at a desirable level, and $1,862, at an acceptable level. In other words, it is very expensive kind of care because it involves the total comprehensive health, education, emotional, and developmental care.

Based on those estimates many of us, nearly 30 of us, joined together in a bill which in 4 years will cost $7 billion annually. Now, you are talking about a startup cost of $700 million and a per capita average cost of $700. How are you able, if this is truly comprehensive, to make all these tremendous savings?

Mr. KURZMAN. No. 1, we are not talking about $700 million, we are talking about $1.2 billion.

Senator MONDALE. We are talking about an average expenditure of $700 a year and a maximum, as I understand it, of $1,600 for a day-care center child.

Mr. KURZMAN. I think it is important that we return to what we started with here, which is the need to set some priorities. One of our priorities is to provide day care, but that is not merely custodial day care. It is more than that.

Senator MONDALE. Tell me what more is it? We have to be very specific. Does it include cookies at 10 o'clock? Does it include health care? Does it include quality developmental care? Does it include prenatal care? Does it include the health care of the mother? What does it include? What sort of things are to be required in these centers?

Dr. ZIGLER. As I indicated a moment ago, Mr. Chairman, it certainly does not include every type of family service and care of the mother. That would be ideal. On the other hand, it is developmental in the sense that it includes most of the medical, nutritional and educational components that we now see in Headstart. Now, the cost of these programs varies all over the map. The studies keep coming out and I have seen figures everywhere from $550 reported in the WESTAT report all the way up to the $2,300 in the ABT report.

We have done our own analysis to find out what the cost would be at a custodial level and at a developmental level. Our figures are not as high as the $2,300 figure. Actually, we come out pretty close to $1,600

for the developmental type of care of children. What you are talking about in developmental type day care is the medical and physical well-being of the child, as many as three nutritious meals a day, a strong educational component, parental involvement, volunteers being employed in the centers and some slight amount of social services for the family.

Senator MONDALE. You estimated $1,600 for that?

Dr. ZIGLER. To be specific, our estimate is $1,594.11.

Senator MONDALE. Senator Randolph?

Senator RANDOLPH. Mr. Chairman, you understand I have a meeting at 10 o'clock and I have been at an earlier meeting today, but I came to indicate my general support of the legislation that has been presented and to recognize the effort of the administration through Dr. Zigler and Secretary Kurzman to give their thoughts about, not so much a bill in opposition to the measure presented by you and your colleagues—and which I am delighted to cosponsor—but to aid us by counseling in the formation of what we hope will be effective, realistic legislation.

I have one question that I would like to direct and it comes from the experience, perhaps, of the last few days when as our chairman and other Members of the Congress go into their districts and States to participate in graduation or commencement exercises, we often have the opportunity to talk with guidance counselors who are part of our educational system, not as teachers, but working with pupils and students who have particular problems that often need that attitude of understanding and help which can be given by that guidance counselor.

I want to ask you both, gentlemen, and Mr. Chairman, you might want to participate, in the case of a child having been born either in the union that comes through marriage or the child having been born without a known father, what is the situation as to the aid given to that mother or to the child in some type of center or home during those years that you have mentioned? What is the situation?

Dr. ZIGLER. Senator, you are speaking about the very early years of life?

Senator RANDOLPH. Yes; I am.

Dr. ZIGLER. Very little has been done by anyone in this particular area for a variety of reasons. One is a hesitation to separate the infant from the mother for center care. There is still a hot controversy among equally competent investigators there. However, I share the Senator's concern about this essential vacuum because I think that it is quite possible for mothers to receive help in the rearing of their children and direction in their care in a way that would be quite conducive to the growth and development of these children. It is for this reason that OCD will be initiating a program this Fall which I am calling, home start, which is to do exactly what I think the Senator is suggesting, that is, to get into the home very early, at the mother's request, to provide the mother with child-rearing information, information about the health of the child, information about how to avoid accidents with these children and really try to supplement family life through this kind of education and continuous support of the parent.

I think that the Nation should do much more in this direction. Certainly, this kind of cost would be fairly minimal and in the estimation of many of us, quite beneficial with high payoff in terms of the de-

velopment of the children. I think another thrust in this direction that we are taking now and that I would like to see in the Nation as a whole, would be, let's not even wait for the parent to produce the child.

What we should have in our high schools and our community centers, are courses in parenting. Why the care of a mother, during pregnancy is so important, why the prenatal period is so important in the development of a child. It seems that in our schools we manage to teach everything from driver's education to ancient history but we don't give adolescents enough help in how to assume one of the most important roles in our society, namely, that of a parent.

We are moving in that direction at OCD and I would like to see that become a constant on the social scene. I think that would be a great help.

Another thing that we are thinking about are television programs, a kind of a "Sesame Street" for parents. I think that our society is going to have to move in a number of directions to fill this vacuum that you are pointing to and OCD is very concerned about it. I think that if we could do something in this area it would be quite beneficial.

I don't think that what this Nation should do is simply move every child out of the hands of his parents and into a center. Not only is that terribly costly but it also is probably not conducive to the optimal development of every child.

I might add that in some of the new legislative thrust now before the Congress, including the Mondale-Javits bill and the Brademas-Reid bill on the House side, and some of our own thinking, I think one of the positive features of all of these has to do with in-home programs so that the Nation develops a whole spectrum of aids to mothers.

Senator RANDOLPH. Mr. Chairman, I would like to particularize on this point. Dr. Zigler and Secretary Kurzman, in one high school where I had the responsibility of participating in the commencement exercises, I was met at the airport by the guidance counselor. During a period of some 30 minutes of driving to the school in question, I was asking questions about some of the problems.

This guidance counselor said that there would be seven young women who would be in the commencement class that night who were then pregnant. She said that number might not be correct, but a number that she knew from counseling with the girls in question. That partially caused me to ask this question today because it is estimated, whether the estimation is correct or not, that there were at least 250,000 young women who were being graduated in May and June who were pregnant in our high schools throughout the country this year.

The guidance counselor said that the young men who were in many instances the fathers of the children did not come forward and attempt to be helpful to the young women. Then, the child, of course is born and goes into the family and in many instances that child has been born to a girl who is a sophomore or a junior in high school and the child is with the family while the young woman continues her high school work and then even after graduation. Guidance counselors, Dr. Zigler, are very concerned with how best to handle this problem. It may have been a problem through the years but now it is a problem they understand more because of the varied conferences that they have with the girls themselves.

So, I thought that because of the situation, which is a realistic one, that we best discuss it, Mr. Chairman. What is the responsibility in helping that child without a known, recognized father? Just what is the opportunity or responsibility that we have, if we do have a responsibility, in a case of that kind which is multiplied by tens of thousands? S. 1512, the Comprehensive Child Development bill, introduced by the chairman—of which I am honored to be a cosponsor—deals with this point directly. It provides, as I recall, for counseling to parents and prospective parents, as well as prenatal care for the prospective mother, regardless of her income. I think this is a terribly important area in the legislation. What does the administration's approach include in this area? What is your suggestion?

Dr. ZIGLER. You are raising really two issues, Senator, both very real issues and real problems. One is the general help we give any mother in raising her own child. The second is the problem that you confronted on your visit, namely, the typically unwed mother.

Senator RANDOLPH. That is right.

Dr. ZIGLER. Helping her care for her children is one issue that I spoke to a moment ago. The other issue is how can we help these young girls in their own life to actualize themselves? How can we help them to not produce more unwanted children, often? This has been a very large problem and, thankfully, there is a very large group of social scientists that have been working on this problem for several years, mostly with financing through the Children's Bureau and other governmental moneys. They have now developed a number of very fine, in my opinion, demonstration projects around the country, directed exactly at helping those young, typically unwed mothers to continue their education, to get the kind of counseling that makes them self-actualized human beings.

I brought these projects to the attention of the Secretary of HEW. Secretary Richardson, who is concerned with this particular problem. We are pushing ahead on it because, as I say, we have a number of very worthwhile demonstrations that have worked, where the mothers have gotten a diploma and gotten jobs, and not reproduced more children that they did not want. They have been very successful. The problem is that we haven't moved speedily enough to help the counselors in various places around the country, giving them the benefit of these demonstrations.

We are in the midst of attempting to do that right now. OCD, in collaboration primarily with the Office of Education is trying to take these demonstration projects and actually disseminate them, to give the knowledge of what you actually do, to the counselor in the high school. That effort has just begun, but I hope that it will bear fruit in the very near future.

Senator RANDOLPH. Mr. Chairman, I appreciate the opportunity to discuss something that is not discussed too often in hearings but is a very real problem. Apparently it is not only a continuing problem, but an expanding problem. So, I remember the guidance counselor, I am sure a very helpful, understanding person. She said that the situation had changed even in the past 3 or 4 years. Now the girl having the child—once in that situation there was an embarrassment, a desire to withdraw, but that is past. The girl seems, and I just use the terminology of the guidance counselor, not to be embarrassed and comes

back into the school system and apparently, there is no interruption for any period of time. So, it is a very real problem and that is why I brought it to your attention this morning.

Senator MONDALE. Thank you very much, Senator Randolph.

Could you submit for the record a breakdown of your current cost figures for the different kinds of care, that is, the after school child care cost as you estimate it for day care services; the developmental day care services, as you define them, what they will include; and other costs if we were to add prenatal care and it we were to add quality in-home services. Please try to give us the best data that you have or projections that you have on those costs because there does seem to be some uncertainty.

We earlier received some data from the OCD which I included in my statement when I introduced this bill on reference, which concluded that group day care would cost $1,862 at an acceptable level and at a desirable level of $2,320. There are some figures in there for services for children in school as well. You might try to provide the figures that you now have and maybe explain possibly, if they are the same as these, but do not include the same elements.

Dr. ZIGLER. We would be happy to do that, Mr. Chairman.

(The following was subsequently supplied for the record:)

DAY CARE COSTS: CUSTODIAL—DEVELOPMENTAL

ESTIMATES FOR FAP DAY CARE PROGRAM

(Prepared by the Office of Child Development, January 1971)

IN-HOME CARE—PRESCHOOL[1]

Item	Custodial care: Cost rate	Custodial care: Annual cost per child	Developmental care: Cost rate	Developmental care: Annual cost per child
1. Payments to child caring person	$0.28 per child per hour, 10 hours per day, 250 days[2]	$700.00	$0.28 per child per hour, 10 hours per day, 250 days	$700.00
2. Employer's share of social security	5.2 percent of 1st $7,800	36.40	5.2 percent of 1st $7,800	36.40
3. Transportation reimbursement	$0.50 per day, 250 days (3 children)	41.66	$0.50 per day, 250 days (3 children)	41.66
4. Educational materials and supplies	None	None	$0.15 per child per day, 250 days	37.50
Total costs vendor payments		778.06		815.56
5. Medical and dental exams and referral	None	None	$20 per child per year	20.00
6. Work with parents, education, program direction	do	None	$10 per child per year	10.00
7. Staff in-service training	do	None	$45 per year per home (3 children)	15.00
Total costs grants and contracts[3]		None		45.00
8. Administrative costs certification and program quality control.	2 percent of vendor payment costs	15.51	2 percent of vendor and grant costs	17.16
9. Fee collection	1 percent of vendor payment costs	7.75	1 percent of vendor payment costs	8.13
10. Vendor payment management	1 percent of vendor payment costs	7.75	do	8.13
Total costs administrative[4]		31.01		33.42
Grand total cost of in-home care preschoolers		809.07		[5] 893.98

IN-HOME CARE—SCHOOL (SUMMER AND WINTER)

1. Payments to child caring person	$0.26 per hour, 5 hours per day, 200 days; $0.26 per hour, 10 hours, 50 days.	$585.00	$0.26 per hour, 5 hours per day, 200 days; $0.26 per hour, 10 hours, 50 days.	$585.00
2. Employer's share of social security	5.2 percent of 1st $7,800	30.42	5.2 percent of 1st $7,800	30.42
3. Transportation reimbursement	$0.25 per day, 250 days (3 children)	20.83	$0.25 per day, 250 days (3 children)	20.83
4. Educational materials, activities, supplies	None	None	$0.10 per child per day, 250 days	25.00
Total costs vendor payments		636.25		661.25
5. Medical and dental examinations and referral	None	None	$10 per child per year	10.00
6. Work with parents, education, program direction	do	None	do	10.00
7. Staff in-service training	do	None	$22.50 per year per home (3 children)	7.50
Total costs, grants and contracts	do	None		27.50

8. Administrative costs certification and program quality control.	2 percent of vendor payment costs	12.68	2 percent of vendor and grant costs		13.72
9. Fee collection	1 percent of vendor payment costs	6.34	1 percent of vendor payment costs		6.59
10. Vendor payment management	do	6.34	do		6.59
Total costs administrative		25.36			26.90
Grand total, cost of care—in-home		661.61			[6] 715.65
FAMILY DAY CARE—PRESCHOOL [7]					
1. Payment to child caring person	$0.234 per child per hour, 10 hours per day, 250 days	$585.00	$0.234 per child per hour, 10 hours per day, 250 days		$585.00
2. Employer's share of social security	5.2 percent of 1st $7,800	30.42	5.2 percent of first $7,800		30.42
3. Reimbursement for food and kitchen supplies	$0.35 per child per day, 250 days	87.50	$0.40 per child per day, 250 days		100.00
4. Reimbursement for use of home, utilities, insurance, etc.	$0.10 per day per child, 250 days	25.00	$0.10 per day per child, 250 days		25.00
5. Play equipment and supplies—Cost of replacements	$0.08 per child per day, 250 days	20.00	do		25.00
6. Insurance/liability	$2 per child per year	2.00	$2 per child per year		2.00
Health and accident	do	2.00	do		2.00
Total costs vendor payments		751.92			769.42
7. Transportation of children; field trips	None	None	$0.10 per day per child, 250 days		25.00
8. Medical and dental examinations and referral	do	None	$20 per child per year		20.00
9. Work with parents-education, program direction	do	None	$10 per child per year		10.00
10. Staff in-service training program	do	None	$60 per year per home (6 children)		10.00
Total costs grants and contracts		None			65.00
11. Administrative costs, certification and program quality control.	2 percent of vendor payment costs	15.00	2 percent of vendor and grants costs		16.64
12. Fee collection	1 percent of vendor payment costs	7.50	1 percent of vendor payment costs		7.67
13. Vendor payment management	do	7.50	do		7.67
Total costs, administrative		30.00			31.98
Grand total cost of family day care		781.92			[8] 866.40
FAMILY DAY CARE—SCHOOL					
¼ year at same cost as care of preschooler	¼ (751.92)	$187.98	¼ ($769.42)		$192.35
¾ year at ½ cost of care of preschooler	¾ (½ times $751.92)	281.97	¾ (½ times $769.42)		288.54
Total costs vendor payments		469.95			480.89
Total costs grants and contracts	None	None	¼ ($65) plus ¾ (½ times $65)		40.64
Total costs administrative	¼ ($30) plus ¾ (½ times $30)	18.75	¼ ($31.98) plus ¾ (½ times $31.98)		20.00
Grand total cost of family day care-school		488.70			[9] 541.53

See footnotes at end of table.

DAY CARE COSTS, CUSTODIAL—DEVELOPMENTAL—Continued

DAY CARE CENTER—PRESCHOOL

Item	Custodial care		Developmental care	
	Cost rate	Annual cost per child	Cost rate	Annual cost per child
1. Staff	Child caring staff, 1:10 children	$379.50	Child caring staff, 1:7 children	$653.71
	Secretary-bookkeeper, 1:100 children	37.95	Secretary-bookkeeper, 1:50 children	91.52
	Janitor, 1:100 children	37.95	Janitor, 1:50 children	91.52
	Cooks and aides, 1:50 children	75.90	Cooks and aides, 1:40 children	114.40
	(All, $3,450 per year, plus 10 percent fringe benefits) [10]		Direction, supervision and special resource personnel, 1:50 children (50 percent at $5,200 per year, plus 10 percent fringe benefits; 50 percent at $3,120 per year, plus). [11]	91.52
2. Facilities (rental) and utilities insurance	$80 per child per year. Space meeting State and local licensing requirements.	80.00	$90 per child per year. Space with more generous room for activities plus room for special activities.	90.00
3. Food, meals and snacks; kitchen supplies	$0.40 per child per day, 250 days (considers use of surplus commodities).	100.00	$0.45 per child per day, 250 days (improved menu; greater variety).	112.50
4. Supplies and materials	$0.15 per child per day, 250 days	37.50	$0.25 per child per day, 250 days	62.50
5. Equipment (annual replacement costs)	$10 per child per year	10.00	$12 per child per year	12.00
6. Insurance/liability	$3 per child per year	3.00	$3 per child per year	3.00
Health and accident	do	3.00	do	3.00
Total costs vendor payments		764.80		1,325.67
7. Transportation of children including field trips	None	None	$50 per child per year	50.00
8. Medical and dental examinations and referral	do	None	$20 per child per year	20.00
9. Work with parents—education, program direction	do	None	$15 per child per year	15.00
10. Staff in-service training programs	10 percent of staff costs	53.13	10 percent of staff costs	104.27
Total costs grants and contracts		53.13		189.27
11. Administrative costs certification and program quality control	2.5 percent of vendor payment and grants costs	20.45	2.5 percent of vendor payment and grants costs	39.39
12. Fee collection	1.5 percent of vendor payment costs	11.47	1.5 percent of vendor payment costs	19.89
13. Vendor payment management	do	11.47	do	19.89
Total costs administrative		43.39		79.17
Grand total cost of care-day care center		861.32		[12] 1,594.11

DAY CARE CENTER—SCHOOL

1. Staff	Child care staff, 1:25	$132.00	Same as custodial plus resource specialists, 1:75 ($2.50 per hour, 2,200 hours).	$286.00
	Secretary-bookkeeper, 1:100	33.00		74.00
	Janitor, 1:100	33.00		
	Cooks and aides, 1:100 (salaries for above,[13] average of $1.50 per hour).	33.00		
	Direction and supervision, 1:100 (Salary for above, average $2.50 per hour).[14]	55.00		
	Social security on above 5.2 percent first $7,800	14.87	5.2 percent	18.72
2. Facilities (rental) utilities and insurance	Assumes maximum use of free space	15.00	Assumes major use of free space with some rented space.	60.00
3. Food, snacks and meals	Snacks only in winter. Snacks and meals in summer	65.00	Improved menu	75.00
4. Supplies and materials	Arts, crafts, games	40.00	Arts, crafts, games (greater variety)	50.00
5. Equipment (annual replacement costs)	Recreation, furniture (prorated for use)	20.00	Same as custodial	20.00
6. Insurance/Liability	$3 per child per year	3.00	....do	3.00
Health and accident	$3 per child per year (estimated requirement above school insurance).	3.00		3.00
7. Transportation field trips		10.00	Increased activity—greater variety	20.00
8. Special events for children	None	None	Primarily in summer—covers participation in special community events or additional resources.	20.00
Total costs vendor payments		456.87		629.72
9. Medical and dental exam and referral	None	None	Additional requirements in summer; emergency in winter.	20.00
10. Work with parents education, program direction	....do	None		10.00
11. Staff in-service training	10 percent of staff costs	29.97	10 percent of staff costs	37.73
Total costs grants and contracts		29.97		67.73
Total costs administrative	5 percent of vendor costs	22.79	5 percent vendor and grants costs	34.80
Grand total cost of day care center—school		509.63		732.25

[1] In-home care constitutes care of a child in his own home by someone other than his parent(s).
[2] $1.38 per hour represents the average State minimum wage of the 37 States with a minimum wage; range of State minimum wage is from $0.75 per hour to $2.10 per hour with Alaska ($2.10) and New York ($1.85) above the Federal minimum of $1.60 per hour; $1.38 represents the base rate per hour for care of 6 children with the rate decreasing by 15 percent for each decrease in a child in care; $0.28 per hour represents the calculated average cost of all combined arrangements.
[3] These services would be planned for and provided by the prime grantee agency through subgrant or contract; services would be provided through an area wide plan.
[4] These services will be performed by the prime grantee agency, except in the case of State social service agency administration of the vendor payment account, in which case, the vendor payment management service will be performed by that agency.
[5] Difference between custodial care and developmental care annually per child, $84.91.
[6] Difference between custodial care and developmental care annually per child, $54.04.
[7] Family day care is the care of a child in the home of someone other than his own; family day care homes are usually privately owned, however, a great many are supervised and managed by a social agency.
[8] Difference between custodial care and developmental care annually per child, $84.48.
[9] Difference between custodial care and developmental care annually per child, $52.83.
[10] Constitutes, $1.65 per hour average; actual salaries will range above and below this level.
[11] $5,200 per year constitutes $2.50 per hour, for professional staff; $3,120 per year constitutes $1.50 per hour for nonprofessional staff; actual salaries will range above and below these levels.
[12] Difference between custodial care and developmental care annually per child, $732.79.
[13] Computed on basis of 200 hours for 12 week period and 2,000 hours for 20 week period; total 2,200 hours or $3,300 per year.
[14] Computed on basis of 2,200 hours or $5,500 per year.

DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE OFFICE OF CHILD DEVELOPMENT

STANDARDS AND COSTS FOR DAY CARE

Notes

A. This analysis is divided into three parts representing distinct types of day care situations:

(1) Care in a center for the full day;
(2) Care in a foster home for the full day; and
(3) Care in a center before and after school and during the summer.

There are many possible variations in the use of these three types, but most commonly, group one is used for children 3–6, group two for children under three and group three for children of school age (up to 14).

B. Costs can vary enormously depending on the areas of the country being served. For example, Federal agencies report a range of $1,000 to $1,900 for the same type of program in various parts of the nation. These variations reflect differences in salary and cost levels as well as differences in the kinds of services generally available to a child (e.g., the existence or nonexistence of a Medicaid program). In the analysis most of the costs are based on Head Start experience with day care programs of the group one type. It should be remembered that Head Start programs generally have 10–20% of their costs covered by non-Federal contributions which may or may not be available to Social Security Day Care programs.

C. The analysis projects standards at three diffferent levels of quality: (1) minimum, (2) acceptable and (3) desirable. "Minimum" is defined as the level essential to maintaining the health and safety of the child, but with relatively little attention to his developmental needs. "Acceptable" is defined to include a basic program of developmental activities as well as providing minimum custodial care. "Desirable" is defined to include the full range of general and specialized developmental activities suitable to *individualized* development. Individual experts will differ as to the elements required for each level of quality. Most experts feel that the disadvantages to children of a "minimum" level program far outweight the advantages of having the mother work. Some will feel that for children from "disadvantaged" homes only the "desirable" level is appropriate. The figures shown represent a consensus among a number of experts of what would be required at each level of quality.

D. The costs shown are potentially reduceable by the availability of free space or transportation and by the availability of services such as medical care through other funding sources. Fees paid by the parents will also reduce costs. Under the Social Security legislation, 25% of the cost is provided through state funds so the Federal cost in net may be 60–70% of the totals shown.

ATTACHMENTS

Table I.—Comparative Summary and Estimate of National Costs.
Table II.—Day Care in a Center.
Table III.—Foster Day Care.
Table IV.—Before and After School and Summer Care.

TABLE I.—STANDARDS AND COSTS OF DAY CARE COMPARATIVE SUMMARY AND ESTIMATE OF NATIONAL COSTS—COST PER CHILD (TOTAL)

	Minimum	Acceptable	Desirable	Number of children	National costs (in millions)		
					Minimum	Acceptable	Desirable
Group day care, generally used for 3 to 5 year olds, total	$1,245	$1,862	$2,320	600,000	$747	$1,117	$1,392
Foster day care, generally used for children under 3, total	1,423	2,032	2,372	600,000	854	1,219	1,423
Before and after school and summer care, generally used for children 6 to 13, total	310	653	653	2,800,000	868	1,828	1,828
Total					2,469	4,164	4,643
Estimated Federal cost [1]					(1,481–1,728)	(2,498–2,915)	(2,786–3,250)

[1] See paragraph D in introduction.

Note: Figures based on families with incomes under $5,000 who appear to need day care. No one knows how many of these are actually on welfare.

TABLE II.—STANDARDS AND COSTS OF DAY CARE FOR A FULL DAY IN A CENTER

Program element	Levels of quality					
	Minimum		Acceptable		Desirable	
	Description	Annual cost per child	Description	Annual cost per child	Description	Annual cost per child
1. Food—Meals and snacks	1 meal and [illegible]ks	$140	2 meals and snacks	$210	2 meals and snacks	$210
2. Transportation	Provided at parent expense		Provided by center	60	Provided by center	60
3. Medical and dental services	Examinations and referral services	20	Examinations and referral service	20	Examinations, treatment when not otherwise available, and health education.	60
4. Work with parents	Little or none except on problem cases.	10	General parent activities plus limited counseling services.	30	Parent education, family type activities, full counseling services.	70
5. Facilities and utilities (rental)	Space meeting State and local licensing requirements.	90	do	90	Space providing more generous room for child activities plus room for work with parents.	110
6. Clothing and other emergency needs	As necessary	20	As necessary	20	As necessary	20
7. Supplies and materials	Custodial program	40	General developmental program	50	Individualized developmental program.	75
8. Equipment (annual replacement costs).	do	10	do	12	do	15

TABLE II.—STANDARDS AND COSTS OF DAY CARE FOR A FULL DAY IN A CENTER—Continued

Program element	Levels of quality					
	Minimum		Acceptable		Desirable	
	Description	Annual cost per child	Description	Annual cost per child	Description	Annual cost per chid
9. Staff:						
(a) Classroom, professional at 6,000.	1 per 20 children	$275	1 per 15 children	$405	1 per 15 children	$405
(b) Classroom nonprofessional at 4,400.	2 per 20 children	320	2 per 15 children	420	3 per 15 children	640
(c) Social service professional at 6,600.	1 per 150 children	65	1 per 100 children	65	1 per 100 children	65
(d) Community, social service, parent or health aides at 4,400.	None		do	20	2 per 100 children	45
(e) Business and maintenance at 4,000.	2 per 100 children	80	3 per 100 children	120	3 per 100 children	12
(f) Special resource personnel (psychology, music, art, consultants, etc.) at 6,600.	Urgent need only	20	1 per 100 children	60	2 per 100 children	120
(g) Supervision at 8,000	1 per 100 children	80	2 per 100 children	160	do	160
10. Training	Approximately 10 percent of salary costs.	75	Approximately 10 percent of salary costs.	120	Approximately 10 percent of salary costs.	145
Total per child		1,245		1,862		2,320
Estimated Federal cost (in millions)		747–872		1,117–1,303		1,392–1,624

Note: This analysis is based on centers providing service 10 to 12 hours a day, 5 days a week.

TABLE III.—STANDARDS AND COSTS OF DAY CARE IN A FOSTER DAY CARE SITUATION

Program element	Levels of quality					
	Minimum		Acceptable		Desirable	
	Description	Annual cost per child	Description	Annual cost per child	Description	Annual cost per child
1. Food—meals and snacks	1 meal and snacks	$100	2 meals and snacks	$150	2 meals and snacks	$150
2. Transportation	Parents responsible		Parents responsible		Parents responsible	
3. Medical and dental services	Examination and referral services	20	Examination and referral serivces	20	Examinations, treatment when not otherwise available and health education.	60

4. Work with parents	Little or none except on problem cases.	10	General parent activities plus limited counseling services.	30	Parent education, family type activities, full counseling services. 70
5. Facilities	Special maintenance allowance in lieu of rent plus central administrative space.	30	do	30	do 30
6. Clothing and other emergency needs	As necessary	20	As necessary	20	As necessary 20
7. Supplies and materials	Limited developmental	20	Developmental program	35	Enriched developmental program 50
8. Equipment (annual replacement costs).	Limited developmental	9	Developmental program	15	Enriched developmental program 20
9. Staff:					
(a) Day care mother at $4,400	1 per 5 children	880	1 per 4 children	1,100	1 per 4 children 1,100
(b) Social service professional at $6,600.	1 per 150 children	44	1 per 100 children	66	1 per 100 children 66
(c) Community, social service, parent or health aides at $4,400.	None		do	44	2 per 100 children 44
(d) Business at $4,000	2 per 100 children	80	2 per 100 children	80	do 80
(e) Special resource personnel (psychology, music, art, consultants, etc.) at $6,600.	Urgent needs only	20	do	132	4 per 100 children 264
(f) Supervision at $8,000	1 per 100 children at $8,000	80	do	160	3 per 100 children 240
10. Training	Approximately 10 percent of salary costs.	110	Approximately 10 percent of salary costs.	150	Approximately 10 percent of salary costs. 178
Total		1,423		2,032	2,372
Estimated Federal cost (see note D)		(854–1,996)		(1,219–1,422)	(1,423–1,660)

Note: This analysis is based on providing service 10 to 12 hours a day, 5 days a week.

TABLE IV.—STANDARDS AND COSTS OF DAY CARE FOR BEFORE AND AFTER SCHOOL AND SUMMER CARE

	Levels of quality					
	Minimum		Acceptable		Desirable	
Program element	Description	Annual cost per child	Description	Annual cost per child	Description	Annual cost per child
During school months (40 weeks):						
1. Food—Meals and snacks	Snack	$30	Snack and breakfast	$70	Snack and breakfast	$70
2. Work with parents	Urgent only	10	Supplementary to school services	20	Supplementary to school services	20
3. Facilities	Assume use of school or other non-rent facilities.	10	do	10	do	10
4. Supplies and materials	Custodial	20	Developmental	40	Developmental	40
5. Equipment (annual replacement costs).	do	10	do	15	do	15
6. Personnel:						
(a) Day care workers at $4,400.	1 per 25 children for 3 hours	53	1 per 15 children for 3 hours	88	1 per 15 children for 3 hours	88
(b) Special resource personnel at $6,600.	None		1 per 45	66	2 per 45	66
(c) Business at $4,000	1 per 250 children	12	1 per 250 children	12	1 per 250 children	12
(d) Supervision at $8,000	do	24	2 per 250 children	24	2 per 250 children	24

TABLE IV.—STANDARDS AND COSTS OF DAY CARE FOR BEFORE AND AFTER SCHOOL AND SUMMER CARE—Continued

Program element	Levels of quality					
	Minimum		Acceptable		Desirable	
	Description	Annual cost per child	Description	Annual cost per child	Description	Annual cost per child
Personnel—Continued						
7. Training		$9		$28		$28
Summer period (12 weeks):						
1. Food—Meals and snacks	Snacks and 1 meal	35	Snacks and 2 meals	50	Snacks and 2 meals	50
2. Work with parents	Urgent only	5	Supplementary to school services	15	Supplementary to school services	15
3. Facilities	Assume use of school or other nonrent facilities.	20	do	20	do	20
4. Supplies and materials	Custodial	10	Developmental	15	Developmental	15
5. Equipment (annual replacement costs).	do	5	do	10	do	10
6. Personnel:						
(a) Recreation supervisors at $4,400.	1 per 25 children (8 hours per day)	40	1 per 15 children (8 hours per day)	65	1 per 15 children (8 hours per day)	65
(b) Special resource personnel at $6,600.	None		1 per 30 children	55	1 per 30 children	55
(c) Business at $4,000	1 per 250 children	4	1 per 250 children	4	1 per 250 children	4
(d) Supervision at $8,000	do	8	3 per 250 children	24	3 per 250 children	24
7. Training	Approximately 10 percent of salaries	5	Approximately 15 percent of salaries	22	Approximately 15 percent of salaries	22
Total		310		653		653
Estimated Federal costs		(186–219)		(392–458)		(392–458)

ESTIMATE OF COST OF PROVIDING PRE-NATAL CARE UNDER COMPREHENSIVE CHILD DEVELOPMENT BILL

1. Prenatal care and hospitalization is averaging $450 in the maternity and infant care projects under Title V, Social Security Act.

2. There are an estimated 3,600,000 live births per year. Of this number it is estimated that 15.3% (550,800) are to women falling below the national poverty level (OEO) and 32.4% (1,166,400) to women with family incomes below $7,000 per year.

3. 550,800 births times the estimated cost of $450.00 = $247,860,000; 1,166,400 births times the estimated cost of $450.00 = $484,880,000. However, through the present programs under Maternal and Child Health and Maternity and Infant Care, approximately $100,000,000 is already being spent with the same population.

Senator MONDALE. All right. What is the average cost of full-time day care now under title IV? How many children are being provided day care under title IV now and what is your total expenditure?

Dr. ZIGLER. I have that here, Mr. Chairman. Under title IV–A, we have approximately 300,000 children; this doesn't include the WIN program, at a cost of approximately $300 million which would be roughly $1,000 per child. In the WIN program we have 200,000 children listed at a cost of $78 million for a total of 200,000 which would make the cost so low that I can't believe it. The figures that we get from the State simply are not hard enough.

It could be that one of these children is receiving very little care, a few hours of babysitting, while the mother goes for medical care so we just don't have hard figures because the money goes out to the States and they send these figures back and I, frankly, have very little confidence in them. Also in many of these you get a great deal of contribution of services and facilities.

(The material subsequently supplied for the record follows:)

COST OF FULL-TIME DAY CARE UNDER TITLE IV–A

The total FY '71 expenditure for child care under Title IV–A Social Security Act has been presented in Insert No. 2. The Title IV–A non-WIN expenditures were $244,830,000 to serve an estimated 197,479 children, of whom some were provided with full-day and others with part-day care. We do not have figures on the percent provided with part-day care and have no basis for estimating this factor. However, the average cost, given the above figures is $1,240.

As for the Title IV–A WIN expenditures, estimates are that one-third are for preschool, full-day care and two-thirds are for school-age children before school, after school or during vacations. Accordingly, we have reduced the figures shown for WIN in Insert No. 2 to indicate that approximately 40,000 children will receive full-day care at an estimated cost of $26,000,000 or $650 per year per child.

The average cost for the combined Title IV–A programs would be $1,140 per year.

Senator MONDALE. What worries me is if some of those figures are accurate, what is happening is that the children are just being herded into custodial centers, parked there while their mothers are working. They are not receiving quality kinds of developmental assistance, health care, emotional support, which a healthy child must have and that is why these figures are substantially less than the minimums that you have set forth and why we hear so many complaints about it.

Dr. ZIGLER. Senator, the best figures that I have seen have come from smaller studies. These smaller studies probably have accurate figures and they do run in the neighborhood of $523 for a full day. In better centers they do run in the neighborhood of about $700. There is no question in my mind that when you are paying that kind of

money you are not buying anything more than custodial care of children. That kind of care is not conducive to their growth, there is no question about that.

I am very much afraid that much of the care that we are paying for in IV–A is of this quality. I am working with Mr. Twiname to see what we can do about upgrading the quality of this day care in IV–A. I do think it is not adequate. In fact, I think in many instances we are paying for service that is harmful to children. I think that this administration would like to do something about that. Let me again point out that it is not this kind of care of children which is envisioned by the administration in respect to the family assistance plan.

Senator MONDALE. You see that is what I want to be sure we accomplish, that we build into the legislation guarantees that there would be quality developmental child care. As your comment reflects, it is entirely possible if we don't that we will see more of the same and these children will in many ways be more damaged than if their parents were home.

I think that the legislation, with all due respect to your testimony, does not provide any adequate guarantees in H.R. 1. As a matter of fact, everything in it smells of concern almost exclusively of getting the mother out of the house and working and what happens to the children is really not, in my opinion, focused on at all.

Would you support an amendment in which we spelled out clearly and precisely the minimum requirements of child development in H.R. 1? Would we have your support if we did that?

Mr. KURZMAN. May I back up, Mr. Chairman, and say I couldn't disagree more about what our thrust is here. Our thrust is definitely to reach the target population first and with priority those children of working parents who are to be assisted under the welfare reform proposal. That is our purpose.

Senator MONDALE. Would you object, then, to an amendment which spells it out very clearly? If that is what you are after, maybe we can help you with an amendment that spells out the minimum developmental needs.

Mr. KURZMAN. We are talking about legislation which would provide the basis for the standards setting for day care supported by all sources of Federal funding. We have a set of specifications for that kind of day care. We have interagency Federal standards which are in the process of revision that Dr. Zigler has talked about. Those standards are being used for Headstart now. They provide for more than custodial care, but they are not ideal. Dr. Zigler has said that they can't be. We haven't got the resources to do the whole job with all the children that we would like to serve.

Senator MONDALE. You have 5,000 unemployed teachers and education majors in Minnesota graduating each year from colleges and universities.

Mr. KURZMAN. What we are trying to do is to reach first, those children of working parents and secondly, to the extent that budgetary resources permit, to reach with Federal funding other children, regardless of the work status of their parents, with the priority, of course, on economically disadvantaged children and on preschool children.

Senator MONDALE. Let me just say that I am very skeptical, to put it mildly, that H.R. 1 is going to result in comprehensive child develop-

ment care. Very skeptical. If what you say is what you are after, why don't we spell it out in the legislation? If we try to, will we have your support?

Mr. KURZMAN. We are talking about spelling it out in legislation, Senator, right in this legislation that we are proposing here.

Senator MONDALE. You mean, minimum comprehensive day care?

Mr. KURZMAN. That is right, according to the standards which we have already been adhering to and promulgated and propose to promulgate in a revised version, for all the day care centers.

Senator MONDALE. We just heard that the average per capita expenditure is $1,000, which is less than is necessary to provide comprehensive care and that under the WIN program it worked out to something like $800.

Mr. KURZMAN. Yes, sir; but when you are talking about those figures, you are talking about full-time, part-time and in-home settings. They are all different.

Senator MONDALE. Are you testifying that under title IV there is comprehensive day care now?

Mr. KURZMAN. No, sir.

Senator MONDALE. What are you saying, then?

Mr. KURZMAN. Dr. Zigler has already testified about what we would like to do——

Senator MONDALE. The longer you testify the more paranoid I get. Do you have some regulations?

Mr. KURZMAN. We have, yes, sir.

Senator MONDALE. Some minimum requirements?

Mr. KURZMAN. "Federal Interagency Requirements for Day Care."

Senator MONDALE. Could we have those for the record?

Mr. KURZMAN. Yes, indeed. In fact we are going to give you the revised version which is out for comment now as part of the answer to the question you asked Dr. Zigler before as to what the standards are that we would apply.

(The information referred to, subsequently supplied, follows:)

FEDERAL INTERAGENCY DAY CARE REQUIREMENTS

(793)

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The Federal Interagency Day Care Requirements have been approved by Wilbur J. Cohen, Secretary of Health, Education, and Welfare, and Bertrand M. Harding, Acting Director, Office of Economic Opportunity, with the concurrence of Willard Wirtz, Secretary of Labor.

The Requirements will be supplemented from time to time by Interagency Recommendations issued through the Federal Panel on Early Childhood. This interdepartmental panel consists of representatives of the Department of Agriculture; the Department of Housing and Urban Development; the Department of Labor, including the Women's Bureau and the Manpower Administration; the Office of Economic Opportunity; and the Department of Health, Education, and Welfare, including the Assistant Secretary for Health and Scientific Affairs, the Health Services and Mental Health Administration, the National Institutes of Health, the Office of Education, the Social and Rehabilitation Service, the Children's Bureau, and the Assistance Payments Administration.

The Panel is responsible for revising Standards from time to time and for issuing interpretations of the Standards whenever required. Questions on the Standards should initially be addressed to that Federal agency with which an organization normally conducts its business. Any organization not associated with a particular Federal agency listed above may address questions to the Federal Panel on Early Childhood, c/o the Children's Bureau, Social and Rehabilitation Service, Department of Health, Education, and Welfare, Washington, D.C. 20201.

Jule M. Sugarman

Jule M. Sugarman, Chairman
Federal Panel on Early Childhood

FEDERAL INTERAGENCY DAY CARE REQUIREMENTS

PURSUANT TO SEC. 522 (d)

OF THE ECONOMIC OPPORTUNITY ACT

as approved by

U. S. DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE

U. S. OFFICE OF ECONOMIC OPPORTUNITY

U. S. DEPARTMENT OF LABOR

September 23, 1968

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PREFACE

Day care is a service for the child, the family, and the community and is based on the demonstrated needs of children and their families. It depends for its efficacy on the commitment, the skill, and the spirit with which it is provided.

Day care services supplement parental care by providing for the care and protection of children who must be outside of their own homes for a substantial portion of a 24-hour day. These services may be provided when parents are employed, are in training programs, or, for other reasons, need these services for their children.

Day care services should be developed and carried out as part of a comprehensive community plan designed to promote and maintain a stable family environment for children. Day care can serve most effectively and appropriately as a supplement to care in the child's own family when other services support family care, such as homemaker service. Only then can the plan of care for a child be based on what is best for him and his particular family. Communities planning coordinated child care programs need to develop a wide range of services, including, but not limited to, day care services.

DEFINITIONS

DAY CARE SERVICES -- comprehensive and coordinated sets of activities providing direct care and protection of infants, preschool and school-age children outside of their own homes during a portion of a 24-hour day.1/ Comprehensive services include, but are not limited to, educational, social, health, and nutritional services and parent participation. Such services require provision of supporting activities including administration, coordination, admissions, training, and evaluation.

ADMINISTERING AGENCY -- any agency which either directly or indirectly receives Federal funds for day care services subject to the Federal Interagency Day Care Standards and which has ultimate responsibility for the conduct of such a program. Administering agencies may receive Federal funds through a State agency or directly from the Federal Government. There may be more than one administering agency in a single community.

OPERATING AGENCY -- an agency directly providing day care services with funding from an administering agency. In some cases, the administering and operating agencies may be the same, e.g., public welfare departments or community action agencies which directly operate programs. Portions of the required services may be performed by the administering agency.

DAY CARE FACILITY -- the place where day care services are provided to children, e.g., family day care homes, group day care homes, and day care centers. Facilities do not necessarily provide the full range of day care services. Certain services may be provided by the administering or operating agency.

1/ The Office of Economic Opportunity uses 7 hours as the minimum time period for its preschool day care programs; however, most of the Standards in this document are also applicable to part-day Head Start programs.

STANDARDS -- Standards consist of both Interagency Requirements and Recommendations. The Requirements only are presented in this document; the Recommendations will be issued separately.

Interagency Requirements -- a mandatory policy which is applicable to all programs and facilities funded in whole or in part through Federal appropriations.

Interagency Recommendations -- an optional policy based on what is known or generally held to be valid for child growth and development which is recommended by the Federal agencies and which administering agencies should strive to achieve.

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FEDERAL INTERAGENCY DAY CARE REQUIREMENTS

INTRODUCTION

The legislative mandates of the Economic Opportunity Amendments of 1967 require that the Secretary of Health, Education, and Welfare and the Director of the Office of Economic Opportunity coordinate programs under their jurisdictions which provide day care so as to obtain, if possible, a common set of program Standards and regulations and to establish mechanisms for coordination at State and local levels. The Secretary of Labor has joined with the Director of the Office of Economic Opportunity and the Secretary of Health, Education, and Welfare in approving these Standards. Accordingly, this document sets forth Federal Interagency Requirements which day care programs must meet if they are receiving funds under any of the following programs:

Title IV of the Social Security Act

Part A--Aid to Families With Dependent Children

Part B--Child Welfare Services

Title I of the Economic Opportunity Act--Youth Programs

Title II of the Economic Opportunity Act--Urban and Rural Community Action Programs

Title III of the Economic Opportunity Act

Part B--Assistance for Migrant, and other Seasonally Employed, Farmworkers and Their Families (These Federal Interagency Requirements will not apply in full to migrant programs until July 1, 1969.)

Title V of the Economic Opportunity Act

Part B--Day Care Projects

Manpower Development and Training Act

Title I of the Elementary and Secondary Education Act
(Programs funded under this title may be subject to these Requirements at the discretion of the State and local education agencies administering these funds.)

These Requirements will be supplemented by a series of Federal Interagency Recommendations which are not mandatory but represent highly desirable objectives. The Requirements and Recommendations taken together constitute the Federal Interagency Day Care Standards.

As a condition for Federal funding, agencies administering day care programs must assure that the Requirements are met in all facilities which the agencies establish, operate, or utilize with Federal support. If a facility does not provide all of the required services, the administering agency must assure that those that are lacking are otherwise provided.

Administering agencies must develop specific requirements and procedures within the framework of the Federal Interagency Requirements and Recommendations to maintain, extend, and improve their day care services. Additional standards developed locally may be higher than the Federal Requirements and must be at least equal to those required for licensing or approval as meeting the standards established for such licensing. Under no circumstances, may they be lower. It is the intent of the Federal Government to raise and never to lower the level of day care services in any State.

The Interagency Requirements will be utilized by Federal agencies in the evaluation of operating programs.

Application of Requirements

These Requirements cover all day care programs and facilities utilized by the administering agencies which receive Federal funds, whether these facilities are operated directly by the administering agencies or whether contracted to other agencies. Such programs and facilities must also be licensed or meet the standards of licensing applicable in the State. Day care may be provided:

In a day care facility operated by the administering agency.

In a day care facility operated by a public, voluntary, or proprietary organization which enters into a contract to accept children from the administering agency and to provide

care for them under the latter's policies. (The operating organization may also serve children who are not supported by the administering agency.)

Through some other contractual or other arrangement, including the use of an intermediary organization designed to provide coordinated day care services, or the use of facilities provided by employers, labor unions, or joint employer-union organizations.

Through the purchase of care by an individual receiving aid to families with dependent children or child welfare services funds for the service.

Waiver of Requirements

Requirements can be waived when the administering agency can show that the requested waiver may advance innovation and experimentation and extend services without loss of quality in the facility. Waivers must be consistent with the provisions of law. Requests for waivers should be addressed to the regional office of the Federal agency which is providing the funds. Requirements of the licensing authority in a State cannot be waived by the Federal regional office.

Effective Date of Requirements

The Requirements apply to all day care programs initially funded and to those refunded after July 1, 1968. Administering agencies are expected to immediately initiate planning and action to achieve full compliance within a reasonable time. Except where noted, up to 1 year may be allowed for compliance provided there is evidence of progress and good intent to comply.

Enforcement of Requirements

The basic responsibility for enforcement of the Requirements lies with the administering agency. Acceptance of Federal funds is an agreement to abide by the Requirements. State agencies are expected to review programs and facilities at the local level for which they have responsibility and make sure that the Requirements are met. Noncompliance may be grounds for suspension or termination of Federal funds.

The Federal agencies acting in concert will also plan to review the operation of selected facilities.

COMPREHENSIVE AND COORDINATED SERVICES

The material which follows is, for convenience, arranged according to certain categories of activities or service. Day care works well, however, only when there is a unity to the program. The educator must be concerned with health matters, the nurse with social service activities, and the parent coordinator with helping professionals. Program design must take into account these complex interrelationships.

I. DAY CARE FACILITIES

A. Types of Facilities

It is expected that a community program of day care services will require more than one type of day care facility if the particular needs of each child and his parents are to be taken into consideration. Listed below are the three major types of day care facilities to which the Federal Requirements apply. They are defined in terms of the nature of care offered. While it is preferable that the three types of facilities be available, this is not a Requirement.

1. The family day care home serves only as many children as it can integrate into its own physical setting and pattern of living. It is especially suitable for infants, toddlers, and sibling groups and for neighborhood-based day care programs, including those for children needing after-school care. A family day care home may serve no more than six children (3 through 14) in total (no more than five when the age range is infancy through 6), including the family day care mother's own children.

2. The group day care home offers family-like care, usually to school-age children, in an extended or modified family residence. It utilizes one or several employees and provides care for up to 12 children. It is suitable for children who need before- and after-school care, who do

not require a great deal of mothering or individual care, and who can profit from considerable association with their peers.

3. The day care center serves groups of 12 or more children. It utilizes subgroupings on the basis of age and special need but provides opportunity for the experience and learning that accompanies a mixing of ages. Day care centers should not accept children under 3 years of age unless the care available approximates the mothering in the family home. Centers do not usually attempt to simulate family living. Centers may be established in a variety of places: private dwellings, settlement houses, schools, churches, social centers, public housing units, specially constructed facilities, etc.

B. Grouping of Children

Interagency Requirements

The administering agency, after determining the kind of facility to be used, must ensure that the following limits on size of groups and child-to-adult ratios are observed. All new facilities must meet the requirements prior to Federal funding. Existing programs may be granted up to 3 years to meet this requirement, if evidence of progress and good intent is shown.

1. Family day care home 1/

   a. Infancy through 6 years. No more than two children under 2 and no more than

1/ In the use of a family day care home, there must always be provision for another adult on whom the family day care mother can call in case of an emergency or illness.

There are circumstances where it would be necessary to have on a regular basis two adults in a family day care home; for example, if one or more of the children were retarded, emotionally disturbed, or handicapped and needed more than usual care.

The use of volunteers is very appropriate in family day care. Volunteers may include older children who are often very successful in working with younger children when under adequate supervision.

five in total, including the family day care mother's own children under 14 years old.

b. Three through 14 years. No more than six children, including the family day care mother's children under 14 years old.

2. Group day care home 2/

a. Three through 14 years. Groups may range up to 12 children but the child-staff ratio never exceeds 6 to 1. No child under 3 should be in this type of care. When pre-school children are cared for, the child-staff ratio should not exceed 5 to 1.

3. Day care center 3/

a. Three to 4 years. No more than 15 in a group with an adult and sufficient assistants, supplemented by volunteers, so that the total ratio of children to adults is normally not greater than 5 to 1.

2/ Volunteers and aides may be used to assist the adult responsible for the group. Teenagers are often highly successful in working with younger children, but caution should be exercised in giving them supervisory responsibility over their peers.

As in family day care, provision must be made for other adults to be called in case of an emergency or illness.

3/ The adult is directly responsible for supervising the daily program for the children in her group and the work of the assistants and volunteers assigned to her. She also works directly with the children and their parents, giving as much individual attention as possible.

Volunteers may be used to supplement the paid staff responsible for the group. They may include older children who are often highly successful in working with younger children. Caution should be exercised in assigning teenagers supervisory responsibility over their peers.

b. Four to 6 years. No more than 20 in a group with an adult and sufficient assistants, supplemented by volunteers, so that the total ratio of children to adults is normally not greater than 7 to 1.

c. Six through 14 years. No more than 25 in a group with an adult and sufficient assistants, supplemented by volunteers, so that the total ratio of children to adults is normally not greater than 10 to 1.

Federal Interagency Requirements have not been set for center care of children under 3 years of age. If programs offer center care for children younger than 3, State licensing regulations and requirements must be met. Center care for children under 3 cannot be offered if the State authority has not established acceptable standards for such care.

C. Licensing or Approval of Facilities as Meeting the Standards for Such Licensing

Interagency Requirements

Day care facilities (i.e., family day care homes, group day care homes, and day care centers) must be licensed or approved as meeting the standards for such licensing. If the State licensing law does not fully cover the licensing of these facilities, acceptable standards must be developed by the licensing authority or the State welfare department and each facility must meet these standards if they are to receive Federal funds.

II. ENVIRONMENTAL STANDARDS

A. Location of Day Care Facilities

Interagency Requirements

1. Members of low-income or other groups in the population and geographic areas who (a) are eligible under the regulations of the funding agency and (b) have the greatest relative need must be given priority in the provision of day care services.

2. In establishing or utilizing a day care facility, all the following factors must be taken into consideration: 4/

   a. Travel time for both the children and their parents.

   b. Convenience to the home or work site of parents to enable them to participate in the program.

   c. Provision of equal opportunities for people of all racial, cultural, and economic groups to make use of the facility.

   d. Accessibility of other resources which enhance the day care program.

   e. Opportunities for involvement of the parents and the neighborhood.

3. Title VI of the Civil Rights Act of 1964 requires that services in programs receiving Federal funds are used and available without discrimination on the basis of race, color, or national origin.

B. Safety and Sanitation

Interagency Requirements

1. The facility and grounds used by the children must meet the requirements of the appropriate safety and sanitation authorities.

2. Where safety and sanitation codes applicable to family day care homes, group day care homes, or day care centers do not exist or are not being implemented, the operating agency or the administering agency must work with the appropriate safety and sanitation authorities to secure technical advice which will enable them to provide adequate safeguards.

4/ No universal requirements can be established to govern every local situation. There must, however, be consideration of each of these factors in light of the overall objectives of the day care program and the legal requirements which exist, such as title VI of the Civil Rights Act of 1964 and title IV, part B, of the Social Security Act.

C. Suitability of Facilities

Interagency Requirements

1. Each facility must provide space and equipment for free play, rest, privacy, and a range of indoor and outdoor program activities suited to the children's ages and the size of the group. There must be provisions for meeting the particular needs of those handicapped children enrolled in the program. Minimum requirements include:

   a. Adequate indoor and outdoor space for children, appropriate to their ages, with separate rooms or areas for cooking, toilets, and other purposes.

   b. Floors and walls which can be fully cleaned and maintained and which are nonhazardous to the children's clothes and health.

   c. Ventilation and temperature adequate for each child's safety and comfort.

   d. Safe and comfortable arrangements for naps for young children.

   e. Space for isolation of the child who becomes ill, to provide him with quiet and rest and reduce the risk of infection or contagion to others.

III. EDUCATIONAL SERVICES

Interagency Requirements

1. Educational opportunities must be provided every child. Such opportunities should be appropriate to the child's age regardless of the type of facility in which he is enrolled, i.e., family day care home, group day care home, or day care center.

2. Educational activities must be under the supervision and direction of a staff member trained or experienced in child growth and development. Such supervision may be provided from a central point for day care homes.

3. The persons providing direct care for children in the facility must have had training or demonstrated ability in working with children.

4. Each facility must have toys, games, equipment and material, books, etc., for educational development and creative expression appropriate to the particular type of facility and age level of the children.

5. The daily activities for each child in the facility must be designed to influence a positive concept of self and motivation and to enhance his social, cognitive, and communication skills. 5/

IV. SOCIAL SERVICES

Interagency Requirements

1. Provision must be made for social services which are under the supervision of a staff member trained or experienced in the field. Services may be provided in the facility or by the administering or operating agency.

2. Nonprofessionals must be used in productive roles to provide social services.

3. Counseling and guidance must be available to the family to help it determine the appropriateness of day care, the best facility for a particular child, and the possibility

5/ For school-age children, it is desirable that the policies at the day care facility be flexible enough to allow the children to go and come from the day care facility in accordance with their ability to become independent and to accept appropriate responsibility. School-age children also must have opportunities to take part in activities away from the day care facility and to choose their own friends.

The day care staff must keep in mind that for school-age children the school is providing the formal educational component. The day care staff are more nearly "parent supplements." They have responsibility, however, to supervise homework and broaden the children's educational, cultural, and recreational horizons.

of alternative plans for care. The staff must also develop effective programs of referral to additional resources which meet family needs.

4. Continuing assessment must be made with the parents of the child's adjustment in the day care program and of the family situation.

5. There must be procedures for coordination and cooperation with other organizations offering those resources which may be required by the child and his family.

6. Where permitted by Federal agencies providing funds, provision should be made for an objective system to determine the ability of families to pay for part or all of the cost of day care and for payment.

V. HEALTH AND NUTRITION SERVICES

Interagency Requirements

1. The operating or administering agency must assure that the health of the children and the safety of the environment are supervised by a qualified physician. 6/

2. Each child must receive dental, medical, and other health evaluations appropriate to his age upon entering day care and subsequently at intervals appropriate to his age and state of health. 7/

3. Arrangements must be made for medical and dental care and other health related treatment for each child using existing

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6/ While nurses or others with appropriate training and experience may plan and supervise the health aspects of a day care program, the total plan should be reviewed by a pediatrician or a physician especially interested in child health. Ideally, such a physician should participate in planning the total day care program and should be continuously involved as the program is carried out. Consultation on technical safety and environmental matters may be provided by other specialists. Individual health evaluations and medical and dental care should be carried out only by highly qualified physicians and dentists.

7/ If the child entering day care has not recently had a comprehensive health evaluation by a physician, this should be provided promptly after he enters a day care program.

community resources. In the absence of other financial resources, the operating or administering agency must provide, whenever authorized by law, such treatment with its own funds. 8/

4. The facility must provide a daily evaluation of each child for indications of illness.

5. The administering or operating agency must ensure that each child has available to him all immunizations appropriate to his age.

6. Advance arrangements must be made for the care of a child who is injured or becomes ill, including isolation if necessary, notification of his parents, and provisions for emergency medical care or first aid.

7. The facility must provide adequate and nutritious meals and snacks prepared in a safe and sanitary manner. Consulation should be available from a qualified nutritionist or food service specialist.

8. All staff members of the facility must be aware of the hazards of infection and accidents and how they can minimize such hazards.

8/ Because day care is designed to supplement parental care and strengthen families, the agency should help parents to plan and carry out a program for medical and dental care for the children. Agencies should not make the arrangements unless the parents are unable to do so. The agency should help to find funds and services and help parents to make use of these resources. Such help may include making appointments; obtaining transportation; giving reminders and checking to be sure appointments are kept, prescriptions filled, medication and treatments administered. Educational programs and social services should be available to help families carry out health plans.

The day care agency, however, in those instances where the Federal funds are legally available to be expended for health services, has the ultimate responsibility of ensuring that no child is denied health services because his parents are unable to carry out an adequate health plan. Aid to families with dependent children and child welfare services funds are not legally available for health care, but States are encouraged to use Medicaid funds whenever possible.

9. Staff of the facility and volunteers must have periodic assessments of their physical and mental competence to care for children. 9/

10. The operating or administering agency must ensure that adequate health records are maintained on every child and every staff member who has contact with children.

VI. TRAINING OF STAFF

Interagency Requirements

1. The operating or administering agency must provide or arrange for the provision of orientation, continuous inservice training, and supervision for all staff involved in a day care program -- professionals, nonprofessionals, and volunteers -- in general program goals as well as specific program areas; i.e., nutrition, health, child growth and development, including the meaning of supplementary care to the child, educational guidance and remedial techniques, and the relation of the community to the child. 10/

2. Staff must be assigned responsibility for organizing and coordinating the training program. 11/

9/ Tuberculin tests or chest X-rays should ensure that all persons having contact with the children are free of tuberculosis. Physical and mental competence are better assured by regular visiting and supervision by competent supervisors than by routine medical tests or examinations.

10/ Special techniques for training of day care mothers in family day care homes may need to be developed. One example of such technique is the use of a "roving trainer" who would have responsibility for working on a continuous basis with several day care mothers in their own homes. Volunteers could also be used as substitutes in family day care homes to allow day care mothers to participate in group training sessions at other locations.

11/ Persons from colleges and universities, public schools, voluntary organizations, professional groups, government agencies, and similar organizations can offer valuable contributions to the total training program.

3. Nonprofessional staff must be given career progression opportunities which include job upgrading and work related training and education.

VII. PARENT INVOLVEMENT

Interagency Requirements

1. Opportunities must be provided parents at times convenient to them to work with the program and, whenever possible, observe their children in the day care facility.

2. Parents must have the opportunity to become involved themselves in the making of decisions concerning the nature and operation of the day care facility.

3. Whenever an agency (i.e., an operating or an administering agency) provides day care for 40 or more children, there must be a policy advisory committee or its equivalent at that administrative level where most decisions are made. 12/ The committee membership should include not less than 50 percent parents or parent representatives, selected by the parents themselves in a democratic fashion. Other members should include representatives of professional organizations or individuals who have particular knowledge or skills in children's and family programs.

4. Policy advisory committees 13/ must perform productive functions, including, but not limited, to:

   a. Assisting in the development of the programs and approving applications for funding.

12/ That level where decisions are made on the kinds of programs to be operated, the hiring of staff, the budgeting of funds, and the submission of applications to funding agencies.

13/ Policy advisory committees, the structure providing a formal means for involving parents in decisions about the program, will vary depending upon the administering agencies and facilities involved.

b. Participating in the nomination and selection of the program director at the operating and/or administering level.

c. Advising on the recruitment and selection of staff and volunteers.

d. Initiating suggestions and ideas for program improvements.

e. Serving as a channel for hearing complaints on the program.

f. Assisting in organizing activities for parents.

g. Assuming a degree of responsibility for communicating with parents and encouraging their participation in the program.

VIII. ADMINISTRATION AND COORDINATION

A. Administration 14/

Interagency Requirements

1. The personnel policies of the operating agency must be governed by written policies which provide for job descriptions, qualification requirements, objective review of grievances and complaints, a sound compensation plan, and statements of employee benefits and responsibilities.

2. The methods of recruiting and selecting personnel must ensure equal opportunity for all interested persons to file an application and have it considered within reasonable criteria. By no later than July 1, 1969, the methods for recruitment and selection must provide for the effective use of nonprofessional positions and for priority in employment to welfare recipients and other low-income people filling those positions.

14/ Where the administering agency contracts for services with private individuals or proprietary organizations, it must include contractual requirements designed to achieve the objectives of this section.

3. The staffing pattern of the facility, reinforced by the staffing pattern of the operating and administering agency must be in reasonable accord with the staffing patterns outlined in the Head Start Manual of Policies and Instructions 15/ and/or recommended standards developed by national standard-setting organizations.

4. In providing day care through purchase of care arrangements or through use of intermediary organizations, the administering agency should allow waivers by the operating agency only with respect to such administrative matters and procedures as are related to their other functions as profit-making or private nonprofit organizations; provided, that in order for substantial Federal funds to be used, such organizations must include provisions for parent participation and opportunities for employment of low-income persons. Similarly, there must be arrangements to provide the total range of required services. All waivers must be consistent with law.

5. The operating or administering agency must provide for the development and publication of policies and procedures governing:

   a. Required program services (i.e., health, education, social services, nutrition, parent participation, etc.) and their integration within the total program.

   b. Intake, including eligibility for care and services, and assurance that the program reaches those who need it.

   c. Financing, including fees, expenditures, budgeting, and procedures needed to coordinate or combine funding within and/or between day care programs.

   d. Relations with the community, including a system of providing education about the program.

15/ HEAD START CHILD DEVELOPMENT PROGRAM: A Manual of Policies and Instructions. Office of Economic Opportunity, Community Action Program, Washington D.C. 20506. September 1967.

e. Continuous evaluation, improvement, and development of the program for quality of service and for the expansion of its usefulness.

f. Recording and reporting of information required by State and Federal agencies.

6. The administering and operating agencies and all facilities used by them must comply with title VI of the Civil Rights Act of 1964, which requires that services in programs receiving Federal funds are used and available without discrimination on the basis of race, color, or national origin.

B. COORDINATION

Interagency Requirements

1. Administering agencies must coordinate their program planning to avoid duplication in service and to promote continuity in the care and service for each child.

2. State administering agencies have a responsibility to develop procedures which will facilitate coordination with other State agencies and with local agencies using Federal funds.

3. Agencies which operate more than one type of program, e.g., a group day care home as well as day care center program, are encouraged to share appropriate personnel and resources to gain maximum productivity and efficiency of operation.

IX. EVALUATION

Interagency Requirements

1. Day care facilities must be periodically evaluated in terms of the Federal Interagency Day Care Standards.

2. Local operators must evaluate their own program activities according to outlines, forms, etc., provided by the operating and administering agencies. This self-evaluation must be periodically planned and scheduled so that results of evaluation can be incorporated into the preparation of the succeeding year's plan.

FEDERAL DAY CARE REQUIREMENTS

DRAFT - May, 1971

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FEDERAL DAY CARE REQUIREMENTS

I. Introduction

We live in a rapidly changing world. More mothers enter the labor market every day. More and more families seek help in making arrangements for care of their children while they must be away. For these and a variety of other reasons, an increasing number of people need day care services in their community.

Realizing this urgent need for day care, communities throughout the Nation are beginning to set up programs which will insure for children the growing and learning conditions essential to a happy, healthy, and secure childhood. State and local public and private agencies, organizations and groups, individuals acting together in cooperative efforts or acting alone, industries and labor organizations are all vitally concerned and involved in establishing and operating day care programs. The federal government through a variety of different federal programs, shares a partnership role with communities by providing needed funds and technical help, and by sponsoring research and demonstration efforts aimed at improving our knowledge of how better to help children and families through day care services.

The purpose of this manual is to set forth requirements which day care programs must meet if they are receiving federal funds, either (1) directly through a grant or contract with the federal government or by way of reimbursement of expenditures, or (2) indirectly through a grant or contract with an agency acting as administrator of federal funds in the area, by way of reimbursement through a vendor payment made by the administering agency, or by way of a voucher given to the child's parent(s) by the administering agency.

Administering agencies may develop specific requirements and procedures within the framework of the Federal Day Care Requirements. However, such requirements must be equal to the federal requirements in terms of the program quality level required, but may provide for a higher quality level.

As a condition for federal funding, agencies administering day care programs must assure that the requirements are met in all programs or facilities which the agencies establish, operate, or utilize with federal support. Administering agencies are expected to review operating programs and facilities for which they directly or indirectly have responsibility and to assure that the federal requirements are met. Noncompliance may be grounds for suspension or termination of funds.

The requirements will also be utilized by federal agencies in the evaluation of administering and operating programs. However, the agency which receives federal funds directly from the federal government will be held accountable.

The manual has been designed, not only as a means for delineating federal requirements, but also to aid in interpreting why each requirement is made, and to provide ideas regarding how the requirement may be met. The format used, therefore, is as follows:

1. Bold Type Statement of the Requirement
2. The Reason for the Requirement
3. Helpful Ideas for Meeting the Requirement

For the purposes of this manual, day care is defined as the care of a child on a regular basis by someone other than the child's parent(s), for any part of the 24 hour day. It is recognized that a variety of different definitions appear in federal and State legislation, particularly in laws relating to day care licensing. However, basic to all definitions is the principle purpose for which the child participates - to receive care and protection while the child's parent(s) must be away.

Day care programs, because of the developmental services and experiences they offer for children, are often used as a service resource to meet the special needs of children needing peer group experiences, of children with emotional problems who can benefit from peer experiences, and for children whose parents need relief from the stresses of child rearing. Certainly, many other reasons can be given as to why and how day care can serve to meet needs of children and their families. All such uses of a day care service are appropriate and encouraged. For, after all, any service program should be used in any creative way imaginable if the end result is to help a human to live a happier, and more useful life. No regulation, federal or State, should stand in the way of this goal.

II. Definitions

Day Care Services / Program

Comprehensive and coordinated sets of activities providing for care, protection and development of infants, preschool and school-age children on a regular basis during any portion of a 24 hour day. Comprehensive services include, but are not limited to, educational, social, health, and nutritional services and parent participation activities. Such services require provision of supporting activities including administration, coordination, admissions, training, and evaluation.

A day care program constitutes a particular set of day care services.

Administering Agency

Any agency, public or private, which receives federal funds directly through a grant from, or contract with, the federal government, or by way of reimbursement of expenditures, and which is directly responsible to the federal government for use of the funds. The usual administering agencies under the present federal programs to which these requirements apply are as follows:

Federal Program	Administering Agency
Title IV, Social Security Act	State/local public welfare agency
Title I, Economic Opportuniy Act Youth Program	the Contracting Agency
Title II, Economic Opportunity Act	Community Action Agency or Single purpose agency grantee
Title III, Part B, Economic Opportunity Act (Assistance to Migrant, and other Seasonally Employed Farmworkers and their Families)	the Grantee agency
Title V, Part B, Ecnomic Opportunity Act - Day Care Projects	the Grantee agency
Manpower Development and Training Act	State Employment Service and Local Grantees
Title I, Elementary and Secondary Education Act (Program funded under this Title may be subject to these requirements at the discretion of the State and local education agencies)	State/local education agency

Operating Agency

Any agency, public or private, which receives federal funds directly (as an administering agency), or indirectly through a grant or contract with an agency acting as administrator of federal funds in the area, by way of reimbursement through a vendor payment made by the administering agency or by way of a voucher given to the child's parent(s) by the administering agency for day care services provided for the child and his family. The operating agency is the actual provider of the day care service. Such service providers may include an individual caring for a child in a private home, the owner/operator of a proprietary day care center, a private non-profit agency operating a family day care home program or day care center, or a community-wide public or private agency designated to act for a group of individual operators.

Day Care Facility

The actual place where a day care program is provided for children which may be a private home, a specifically constructed day care center, a mobile unit or an area of another building, such as a church, school, apartment, or office building, specifically used for day care.

In-Home Day Care

Day care services which are provided in the home of the children by someone other than the child's own parent(s). Such care may be provided by a relative, a friend, a neighbor, or someone employed to come into the home to care for the children). These Requirements only apply to such care when the caretaker is being paid directly or indirectly through use of federal funds. Often, in-home day care may be provided by an agency as a Program, with caretakers recruited, trained and supervised by the agency and placed in a child's home at the request of the parent(s).

In-home care is suitable for any child. However, it may be the preferred choice for children who are handicapped and cannot participate in outside-the-home programs, for children who require care during the nighttime or swing shift hours, or for children who live a far distance from any other day care program.

Family Day Care Home

The private home of a person who takes care of children. Such care may be provided by a relative, friend, neighbor, or someone who provides care for children as a business. These Requirements only apply when the caretaker is being paid directly or indirectly through use of federal funds. A family day care home may be operated independently or as part of an agency Program, with caretakers recruited, trained and supervised by the agency. The agency arranges for placement of children in the home.

Family day care is suitable for any child. However, it may be the preferred choice for infants, toddlers, and sibling groups and for neighborhood-based arrangements. Family day care homes are especially suitable for children needing after-school care. A home-like atmosphere is essential to a family day care home. Therefore, only as many children including those of the caretaker, as can be integrated into the caretaker's family living pattern should be served; the maximum number is usually 6 children. (See sec. III E)

Group Day Care Home

An extended or modified family residence usually having a section of the residence especially reserved for day care activities. One or several employees working under the direction of the principle caretaker assist in the day care activities.

A group day care home arrangement may be the preferred choice for children who need after-school care and who can profit from association with their peers, but need a neighborhood-based arrangement. Group day care homes are usually limited to the care of 12 children. (See sec. III E)

Day Care Center

A specifically designated day care facility which may be in a converted private dwelling, a settlement house, a school, a church, a public housing complex, or in a specially constructed building. A day care center is usually staffed with a variety of people, depending upon the size of the center and the services provided.

A day care center arrangement may be preferred for any child between ages 3 and 6 years. However, it is also suitable for school-age children and for children under age 3, when certain provisions are made to meet the particular needs of these children (See sec. III E). Day care centers usually serve more than 12 children.

III. PROGRAM STANDARDS

For purposes of convenience the material which follows is organized into separate units. However, in the actual implementation each of the units would be closely interwoven to equal a total, well-balanced program.

The day care worker or teacher should have a concern for health matters, the nurse for social service functions, and the parent coordinator for helping professional staff understand parental roles and activities and how to coordinate with them. A program has unity to the extent its staff works from a common base of understanding of behavior and the same sets of objectives and priorities.

A community program of day care, to allow for choices based on the needs of all children and to respect the preferences of parents, should be comprehensive and coordinated. It should include all types of facilities and a considerable range of services to meet various levels of need, including services needed by culturally deprived children, and by children with particular handicaps or problems.

A. ENVIRONMENTAL CONSIDERATIONS

LICENSING

ALL DAY CARE PROGRAMS AND FACILITIES MUST BE LICENSED BY THE APPROPRIATE STATE AND LOCAL AGENCIES WHEN SUCH LICENSING IS REQUIRED OR PROVIDED FOR ON A VOLUNTARY BASIS.

> State law and local ordinance may require that day care programs or facilities be licensed in order to legally operate within the State or local area or they may provide for licensing on a voluntary basis. Such licensing is a means for safeguarding children while apart from their parent(s) by assuring for them a level of care deemed by the community to be required as a minimum for their safety, care, and development.

In most States, either the State health or welfare agency has responsibility for licensing day care programs or facilities, or will be aware of what agency has such responsibility. The operator or proposed operator of a day care program or facility should contact these agencies to determine whether a license is required and, if so, the conditions for licensing. State officials can usually indicate whether local ordinances must be met as a condition for operation.

The administering agency must be satisfied that the operating program or facility is licensed before utilizing federal funds for care of children in the program or facility.

FACILITIES LOCATION

DAY CARE FACILITIES MUST BE LOCATED IN A GEOGRAPHIC AREA CONVENIENT TO MEMBERS OF THE GROUP OF FAMILIES ELIGIBLE FOR PARTICIPATION UNDER THE REGULATIONS OF THE FEDERAL AGENCY FUNDING THE PROGRAM OR DAILY TRANSPORTATION TO AND FROM THE FACILITY MUST BE PROVIDED OR ARRANGED FOR BY THE ADMINISTERING AGENCY, WHEN THE FACILITY IS LOCATED AT A LOCATION INCONVENIENT FOR THE FAMILIES AND WHEN A CHILD'S PARENT IS UNABLE TO PROVIDE TRANSPORTATION.

> The location of a day care facility is important in order that travel time and costs be kept reasonable for the child's parents and the program operators. In addition, a facility located near the parent's home will enable them to more easily participate in the program.

In assisting parents to make arrangements for their children, facility location, as well as the developmental needs of the child and desires of the parents, should be taken into account. The method of transporation used by the parents, the number of transfers when public transportation is used, the time of day or night, and the number and ages of children to be transported will have direct effect on the success or failure of a day care plan. Also important is the location of other community resources providing services as part of the administering agency's day care services plan.

Often, parents would prefer that their school age children receive care in the same facility after school where the pre-school child receives care so that all of the children can be picked up or delivered home at the same time. Many times, it can be arranged that the school bus transport these children to the day care facility instead of the child's home, or if the day care facility is located in the child's neighborhood, walking there, instead of home, could be the choice.

It is not always easy to find ideal locations for day care facilities or to design a system of transportation which adequately meets all situations; however, attention must be given to this important area toward the end that all children are provided with safe transportation within reasonable travel time and cost.

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B. EDUCATIONAL SERVICES

THE ADMINISTERING AGENCY MUST ASSURE THAT EDUCATIONAL SERVICES ARE PROVIDED BY EACH OPERATING AGENCY AS PART OF THE DAY CARE PROGRAM

> Educational services constitute an important part of the day care program whether the program is designed to serve infants, pre-school age children or school age children, whether the program is in a home setting or a center setting. Present knowledge about the growth and development of children indicates that the learning process begins at birth and ends at death, can be stimulated or retarded by outside influences and the children who are provided with positive learning experiences can make cognitive gains.

A broad variety of techniques for working with infants, preschoolers and school age children in a home or in a group setting have been developed, tested and proven successful for the provision of educational services in day care. Films, handbooks, training guides and materials relative to these approaches are available and can be obtained at reasonable cost. Day care centers and agency-sponsored day care home programs usually include providion of educational services, and the role of the administering agency may be minimal in assuring that such services continue to be provided. However, attention should be given to assisting these agencies to improve and expand their work, share ideas and keep abreast of new knowledge. More time of the administering agency may be required in developing educational services as part of the day care program provided in a child's own home, and in stimulating active work with infants wherever the location. Training, the provision of materials and supervision are methods which can be utilized in assuring the provision of these services.

EDUCATIONAL SERVICES MUST BE UNDER THE DIRECTION OF A STAFF MEMBER WHO HAS BEEN TRAINED IN CHILD GROWTH AND DEVELOPMENT OR WHO HAS DEMONSTRATED ABILITY IN WORKING WITH CHILDREN AND WHO HAS DEMONSTRATED SKILLS IN PLANNING AND SUPERVISING EDUCATIONAL ACTIVITIES FOR PRE SCHOOL AGE CHILDREN.

> There is no exact formula as to the number of years of training or experience which are required to provide a person with the necessary skills to plan and direct an educational services program for children. However, a knowledge of child growth and development, knowledge of materials and techniques, curriculum planning skills, and ability to establish positive guiding relationships with other adults are important requirements for success. The administering agency may wish to establish specific requirements as to type and length of training and experience which is indicative of accomplishment of skills.
>
> Exceptions to such specific requirements should be allowed, however, in order that competent persons who are able to adequately manage the tasks of the job are not "locked out" by rigid barriers.

Both the administering agency and operating agencies have responsibility for meeting this requirement. The administering agency which is responsible for assuring that educational services are provided by operating agencies and which is responsible for arranging for day care in children's own homes or in individual family day care homes will require a staff person on its staff giving attention to the educational services program. The operating agency which is a day care center, an agency operating a family day care home program, or a community-wide agency designated to act in behalf of a group of individual operators will require one or more, educational services specialists to plan and direct the educational services program for the operating agency. When an operating agency serves less than sixty children, a staff person having other responsibilities may be assigned responsibility for directing the educational services program. A record indicating the training and experience of each educational services specialist should be kept on file in the office of the administering or operating agency as evidence that this requirement is met.

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AN OPERATING AGENCY MUST PROVIDE A VARIETY OF DAILY ACTIVITIES FOR EACH CHILD PARTICIPATING IN THE DAY CARE PROGRAM WHICH ARE DESIGNED TO INFLUENCE A POSITIVE SELF-CONCEPT AND ENHANCE SOCIAL, COGNITIVE AND COMMUNICATION SKILLS TAKING INTO CONSIDERATION THE DEVELOPMENTAL STAGE AND ETHNIC BACKGROUND OF EACH CHILD. EACH DAY CARE FACILITY MUST HAVE TOYS, GAMES, BOOKS, EQUIPMENT AND MATERIALS FOR EDUCATIONAL DEVELOPMENT AND CREATIVE EXPRESSION APPROPRIATE TO THE DEVELOPMENTAL STAGES OF THE CHILDREN SERVED AND THE TYPE OF FACILITY.

Children learn with greater understanding when they have opportunities to explore and respond in an accepting environment which offers a variety of stimulating experiences and materials appropriate to their developmental, social and cognitive needs and skills. Since for participating infants and preschool age children the day care experience comprises a large portion of their total day, the planned program in which they take part will differ considerably from that of the school age youth who normally will be participating only during non-school hours or school holidays.

Day care programs for children ages three through five years are generally the most obvious ones in which the development of self-concepts, social, cognitive and communication skills can be recognized. Through use of games, rhythms building blocks, natural raw materials used with paints, clay and glue, by planning self directed and group directed activities, by acquainting the children with words, ideas, and new experiences, by planned changes in the day care environment yet planned repetition of concepts, and through the provision of helping relationships by warm adults the child is helped to learn. It is not often so easy to recognize how these goals can be reached in working with infants, yet they can. By holding, cuddling, talking to and singing to infants, development of social and communication skills take place; by providing opportunities for exploration throughout supervised areas which may be as small as a blanket or as large as a room, by allowing infants and toddlers to interact and explore and by providing opportunities for the child to experience different spatial and temporal relationships, a concept of self apart from other persons or things, a knowledge of things and their mea meaning, and social skills are formed. School age children, who are engaged in learning experiences during the school day will require opportunities to develop concepts of self and social relationships in different ways. Participation in planning and directing activities and relationships with new persons and experiences not provided by the school offer these opportunities.

Materials which are designed for educational activities in day care, natural materials found in the environment, and the creative genius of the person providing care are all important elements in a successful educational service program. Planning and individual attention to each child's progress are the catalysts which assure success.

PERSONS DIRECTLY RESPONSIBLE FOR THE CARE OF CHILDREN AND FOR SUPERVISING THE DAILY ACTIVITIES OF THE CHILDREN IN THE DAY CARE PROGRAM OF AN OPERATING AGENCY MUST HAVE HAD TRAINING OR DEMONSTRATED COMPETENCIES IN WORKING WITH THE AGE LEVEL OF CHILDREN FOR WHOM THEY ARE ASSIGNED RESPONSIBILITY.

In order that children can be given the optimum chance of growing and expanding to the extent of their physical and mental abilities, day care staff persons who have primary responsibility for them must know how to develop and conduct a continuous process of learning opportunies and activities in light of each child's needs and progress.

The administering agency will need to be assured that individuals providing care and operating agencies, employing more than one person to care for and supervise activities of children in a facility, select individuals with training or demonstrated ability. A record indicating the training and experience of each person should be kept on file in the administering or operating agency as evidence that this requirement is met.

C. HEALTH AND NUTRITION SERVICES

THE ADMINISTERING AGENCY MUST ASSURE THAT EACH CHILD IN THE DAY CARE PROGRAM RECEIVES, PRIOR TO OR WITHIN ONE MONTH FROM THE DATE OF ENROLLMENT AND SUBSEQUENTLY AT REGULAR INTERVALS APPROPRIATE TO HIS AGE AND STATE OF HEALTH COMPLETE MEDICAL, DENTAL, AND OTHER HEALTH EVALUATIONS APPROPRIATE TO HIS AGE.

Good health is generally regarded as an individual's most valuable asset and is the foundation necessary for the proper growth and development of a child on which lies the success of other services. The parent of the day care child, as any other parent, has primary responsibility to ensure good health for his children. It is the responsibility of the administering agency to assure that a health care plan is developed with the parent for the day care child and for ensuring that the plan is carried out. Children should have regular and complete health evaluations. If the administering agency has determined that a child has received such an examination within a three month period prior to enrollment, a written report of the examination should be maintained on file as evidence of compliance.

The administering agency should assist as far as possible, each parent in selecting a physician from whom their child will receive services. Reports of all subsequent health evaluations should also be kept on file.

THE ADMINISTERING AGENCY MUST MAKE ARRANGEMENTS TO ASSURE THAT EACH CHILD IN THE DAY CARE PROGRAM IS PROVIDED ALL IMMUNIZATIONS APPROPRIATE TO HIS AGE, MEDICAL AND DENTAL CARE, AND OTHER HEALTH RELATED TREATMENT WHICH IS DETERMINED NECESSARY BY A QUALIFIED PHYSICIAN FOR PROPER GROWTH AND DEVELOPMENT UTILIZING EXISTING COMMUNITY RESOURCES WHEN THEY ARE AVAILABLE. IN THE ABSENCE OF OTHER FINANCIAL RESOURCES THE ADMINISTERING AGENCY MUST PROVIDE, WHENEVER AUTHORIZED BY LAW, SUCH TREATMENT WITH ITS OWN FUNDS. THE ADMINISTERING AGENCY MUST ASSURE THAT PARENTS ARE PROVIDED WITH ASSISTANCE IN MAKING APPOINTMENTS FOR TREATMENT FOR THEIR CHILDREN, IN OBTAINING TRANSPORATION, IN UNDERSTANDING TREATMENT INSTRUCTIONS, AND IN FILLING PERSCRIPTIONS AND APPLYING MEDICATION.

> The full physical development of the child must be a concern of the day care program inasmuch as children of all ages, and infants and preschoolers in particular, can have lasting physical and mental disabilities resulting from unmet health needs.

The extent of the availability of medical and dental resources in the community, transportation considerations and the preference of the child's parents will each be factors which influence how medical and dental services are arranged, i.e., in the doctor's office or in the day care home or center. To encourage a family doctor - private patient relationship, the administering agency may wish to assist parents in arranging for the child to receive services in the office of a physician selected by the parent.

A parent should be with his child when he is receiving physical, dental or mental examinations or treatments. The purpose of his presence is not only to reassure and comfort this child but also to communicate with the doctor directly as to the child's condition, questions he may like to have answered and receive instructions regarding pres criptions or treatment.

WRITTEN HEALTH RECORDS OF CHILDREN, INCLUDING EVAUUATIONS, REPORTS OF TREATMENT AND SPECIAL INSTRUCTIONS FOR HEALTH CARE, MUST BE MAINTAINED IN A PLACE WHERE THEY ARE READILY AVAILABLE AND EASILY OBTAINED WHEN NEEDED.

> The value of the well-maintained health record can be measured only to the extent that it is used in assurance that the child receives prescribed treatment and regular re-evaluation. It should be viewed as an important part of the child's history which follows him from one day care arrangement to another and in the case of younger children, to enrollment in school.

For purposes of accessibility, all records should be kept in a central file and procedures developed for forwarding them as the children leave thr program.

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THE ADMINISTERING AGENCY MUST PROVIDE FOR ANNUAL REVIEW BY A QUALIFIED PHYSICIAN OR A TRAINED HEALTH PARAPROFESSIONAL UNDER THE SUPERVISION OF A QUALIFIED PHYSICIAN, OF THE HEALTH RECORDS OF THE CHILDREN IN THE DAY CARE PROGRAM AND THE HEALTH SERVICES PROCEDURES OF OPERATING AGENCIES. THE ADMINISTERING AGENCY MUST ASSURE THAT OPERATING AGENCIES HAVE ACCESS TO THE CONSULTATION OF A QUALIFIED PHYSICIAN REGARDING THE HEALTH PROCEDURES OF THE OPERATING AGENCY.

> The annual review of records by a trained health paraprofessional is to assure that there have been no oversights such as follow-up on recommended treatment or skipping of sequential immunizations and that regular re-evaluations have been scheduled. The assistance of a qualified physician regarding the health procedures established and followed by the operating agency will assure that the health program is comprehensive and that there is consistency among operating agencies.

As part of the orientation services developed for the operating agency the administering agency may choose to have a session presented by a qualified physician regarding recommended health procedures which should be followed at the operating agency level in assuring services to the child and his family. Following the presentation the physician should make regular scheduled follow-up visits to each operating agency to discuss and plan how the recommended procedures could be adapted to the specific needs of the operating agency and the children it serves.

AN OPERATING AGENCY MUST PROVIDE A DAILY EVALUATION OF EACH CHILD FOR INDICATIONS OF ILLNESS.

> As a part of the daily routine, there must be a simple inspection of each child to observe if there appear to be any indications of illness or discomfort so that the child can receive the proper attention before his condition worsens or he infects others.

Such a simple inspection can be done as the child arrives in the morning and is removing his coat or can be conducted in a small group with several children and incorporated as part of the health learning for the day.

AN OPERATING AGENCY MUST MAKE ADVANCE ARRANGEMENTS FOR THE CARE OF A CHILD WHO IS INJURED OR BECOMES ILL, INCLUDING ISOLATION IF NECESSARY, NOTIFICATION OF HIS PARENTS AND PROVISION FOR EMERGENCY FIRST AID AND MEDICAL CARE.

> For the comfort and safety of the child who is injured or becomes ill while in the day care setting as well as for the protection of the other children, it is necessary that there be a place provided away from the program activities where immediate health need can be given attention until other arrangements consistent with the physician's instructions can be made.

The plan for emergency health services should include prior arrangement with neighborhood pediatricians or physicians and with nearby clinics or hospitals which may be called upon. To assure the best care possible, there should be planned in advance those steps to be taken when unexpected medical attention or first aid is required. The plan of action along with telephone numbers which may be needed should be clearly written and posted for quick and easy reference. All equipment and supplies necessary for emergency first aid should be maintained and used only as instructed by a physician consultant.

AN OPERATING AGENCY MUST KEEP ON FILE EVIDENCE OF AN ANNUAL MEDICAL EXAMINATION BY A QUALIFIED PHYSICIAN OF EACH STAFF PERSON EMPLOYED IN THE DAY CARE PROGRAM OF THE OPERATING AGENCY, CERTIFYING TO THE STAFF PERSON'S FREEDOM FROM COMMUNICABLE DISEASE AND ATTESTING TO THEIR PHYSICAN, MENTAL, AND EMOTIONAL COMPETENCE TO CARE FOR CHILDREN.

> Just as it is important that there be assurance that each child enjoy good health it is of the utmost importance that there be such a concern for the well being of the adults who work with day care children. Not only must the adult be free from contagious infection such as tuberculosis, but must also have the stamina, energy, and emotional stability to work under the demanding conditions created by a group of healthy, active children.

It should be at the discretion of the operating agency to determine under what circumstances release time from work and assistance to meet the expense incurred for the annual examination and tests can be covered by program funds. Each operating agency should keep in a central file current medical reports on all members of the day care staff and regular volunteers.

THE ADMINISTERING AGENCY MUST ARRANGE FOR HEALTH EDUCATION SERVICES FOR CHILDREN IN THE DAY CARE PROGRAM AND THEIR PARENTS, AND FOR THE STAFF IN OPERATING AGENCIES, WHICH IS DESIGNED TO DISSEMINATE ACCURATE KNOWLEDGE ABOUT HEALTH, HOW TO COPE WITH HEALTH HAZARDS AND RESOURCES FOR HEALTH SERVICES, AND TO PROMOTE PERSONAL RESPONSIBILITY IN ESTBALISHING GOOD HEALTH HABITS.

The attainment and maintenance of good health is not something which can be limited to those hours during which the child is in the day care setting. It is greatly influenced by the health conditions of other members of the family with whom the child lives; the amount and kind of foods which are served at home; personal health habits practiced in the home as related to frequent bathing, washing of hands, brushing of teeth; and the condition of the residence itself, whether it has heat and water and is clean and safe.

Through the use of films, posters, speakers, leaflets and discussions, each using the language best understood by the adult and child many educational opportunities regarding good safety and health habits can be brought into the day care experience. In addition to the safety and health activities carried out in the day care setting the parent and child can be encouraged to share experiences at home such as the removal of potential fire hazards by clearing the house and yard area of paper, boxes and other debris; and the planting of a fruit and vegetable garden and preparation of its healthful yield.

NUTRITION SERVICES

THE ADMINISTERING AGENCY MUST PROVIDE FOR ANNUAL REVIEW OF THE NUTRITION PROGRAM OF OPERATING AGENCIES BY A QUALIFIED NUTRITIONIST OR FOOD SERVICE SPECIALIST, TRAINED NUTRITION PARAPROFESSIONAL UNDER THE SUPERVISION OF A QUALIFIED NUTRITIONIST OR FOOD SERVICE SPECIALIST. THE ADMINISTERING AGENCY MUST ASSURE THAT OPERATING AGENCIES HAVE ACCESS TO THE CONSULTATION OF A QUALIFIED NUTRITIONIST REGARDING THE NUTRITION PROGRAM OF THE OPERATING AGENCY.

It is conceivable that an operating agency may be faced with food planning, preparation and serving for infants and children of markedly different ages or dietary requirements. Even when special situations do not exist, the nutrition program for each day care setting must have available consultation from a qualified nutritionist regarding foods and feeding of infants, toddlers, and older children, including the composition, preparation and storage of formulas: serving of foods, compensatory feeding of nutritionally deprived children; and needs of children with poor eating habits or cultural preferences.

The administering agency may have a qualified member of the staff available for consultation services to the operating agency or may contract for such services or otherwise make arrangements to utilize services of the staff of the Department of Public Health, Department of Agriculture Extension Service, and local colleges. The paraprofessional nutrition worker could be the parent of a day care child for whom the position would be the appropriate next career step and should be involved in the development of a service plan for centers and day care home programs and have opportunities to lead work shops and assist cooks in the selection, preparation, and storing of food and demonstrate how tasty nutritious foods can be prepared at less expense.

.AN OPERATING AGENCY MUST PROVIDE ADEQUATE AND NUTRITIOUS MEALS AND SNACKS APPROPRIATE TO THE AGE AND ETHNIC BACKGROUND OF THE CHILDREN SERVED AND TIME OF DAY THEY ARE IN ATTENDENCE, WHICH ARE PREPARED IN A SAFE AND SANITARY MANNER. CONSIDERATION MUST BE GIVEN TO THE SPECIAL DIETETIC NEEDS OF CHILDREN AS PRESCRIBED BY A QUALIFIED PHYSICIAN.

Because it is known that the value of food is both physical and pyschological, the nutrition program for each day care setting whether a home or center must be planned with considerations given to the cultural, social and emotional meaning of food for children.

The operating agency should be prepared to provide evidence of menu plans, purchasing procedures, and meals that are planned sufficiently in advance in a thoughtful manner so that they meet the test of good nutrition. The administering agency may choose to observe periodically food preparation, serving and eating at a day care operating agency.

THE ADMINISTERING AGENCY MUST ARRANGE FOR NUTRITION EDUCATION SERVICES FOR CHILDREN IN THE DAY CARE PROGRAM, THEIR PARENTS, AND THE STAFF IN OPERATING AGENCIES, WHICH IS DESIGNED TO DISSEMINATE KNOWLEDGE ABOUT FOOD, ITS NUTRITIONAL VALUE, ITS PREPARATION, MEAL PLANNING AND PURCHASING.

Balanced nutrition is basic to the attainment and maintenance of good health for the adult as well as the child. When the body is furnished with foods which contain the vitamins, proteins and minerals necessary to feed growing tissue it is better able to function at its optimum level and ward off infections and physical and mental fatigue , thus allowing the adult and child to pursure his work, studies or play with enthusiam and energy.

The administering agency should solicit suggestions from parents, school age children and staff regarding the type of nutritional workshops they would consider interesting and important. They should draw on the resources of companies, agencies and colleges which make available personnel and material for nutrition education as well as the talent of parents who have skill and knowledge in preparing nutritious meals utilizing ingredients which may have ethnic and cultural appeal.

D. SOCIAL SERVICES

THE ADMINISTERING AGENCY MUST ASSURE THAT SOCIAL SERVICES ARE AVAILABLE TO PARENTS OF CHILDREN PARTICIPATING IN THE DAY CARE PROGRAM TO ASSIST IN DETERMINING THE APPROPRIATENESS OF DAY CARE, AND THE BEST TYPE OF ARRANGEMENT FOR A PARTICULAR CHILD OR FAMILY, TO ASSESS WITH THE PARENTS THE CHILD'S ADJUSTMENT IN THE DAY CARE PROGRAM AND TO ASSIST PARENTS IN UTILIZING RESOURCES IN THE COMMUNITY TO MEET THE FAMILY'S NEEDS.

> It is the prime responsibility of social services in a day care program to help families maximize their strengths and to resolve their problems, be they emotional, social or economic, which have an adverse effect on the quality of family life. It is toward this end that social services are extended to families of children receiving day care in home or center settings.

This requirement may be met by the administering agency in a variety of ways. When an operating agency has social services as a part of its program of services, the administering agency should provide technical assistance, when requested, to improve service, bring new knowledge to the attention of the operating agency, and periodically evaluate the social services component to recommend ways of strengthening the program. For those parents with children in operating agencies without social services, the administering agency may provide these services directly or provide for them through a third agency. In some communities, a central unit provides social services for families using any of the day care operating agencies in the community.

SOCIAL SERVICES MUST BE UNDER THE DIRECTION OF A QUALIFIED STAFF PERSON. TRAINED SOCIAL SERVICE PARAPROFESSIONALS MUST BE USED IN PRODUCTIVE ROLES TO PROVIDE SOCIAL SERVICES.

Important requirements for the person selected by the administering agency to plan and develop the social services are training and experience in the counseling of children and adults; the knowledge and ability to utilize the resources of agencies; knowledge of the language and culture of the families served in the day care program; and the ability to coordinate and direct volunteers and social work aides and the motivation to help people overcome their problems. The administering agency may wish to establish specific requirements as to type and length of training and experience which is indicative of accomplishment of skills. Exceptions to such specific requirements should be allowed, however, in order that competent persons who are able to adequately manage the tasks of the job are not prevented from doing so because of prohibitive stringent requirements.

When an administering agency serves less than sixty children in an area, a staff person having other responsibilities may be assigned responsibility for directing the social service program. Operating agencies providing social services as part of their day care program, administering agencies providing social services directly, and third party agencies providing social services through arrangement with the administering agency should keep on file in its office a record of the training and experience of the staff members with responsibility for the social service program as evidence that this requirement is met.

E. STAFFING

THE ADMINISTERING AGENCY MUST ASSURE THAT METHODS OF RECRUITING AND SELECTING STAFF TO WORK IN THE DAY CARE PROGRAM ENSURE EQUAL OPPORTUNITY FOR ALL INTERESTED PERSONS TO FILE AN APPLICATION AND HAVE IT CONSIDERED WITHIN REASONABLE CRITERIA AND THAT PRIORITY IN EMPLOYMENT IS GIVEN TO PERSONS IN LOW-INCOME FAMILIES.

Of the various aspects of a day care program the most important to the children and their families are the members of the staff. They are the people who safeguard the children, help plan the program, carry it out, handle day-to-day emergencies, influence attitudes, and together make the day care experience either a good or poor one for the children. Thus it is important that all persons who have the demonstrated ability and the temperment and desire to work with children be considered for employment opportunities in day care.

The administering agency should establish policies relative to the selection of staff and should periodically review the operating agency's procedures for the advertising of available jobs, and interviewing and hiring of employees. The administering agency should review the records maintained by the operating agency relative to the application and selection process.

THE ADMINISTERING AGENCY MUST ASSURE THAT REQUIRED STAFF RATIOS ARE MET AND MAINTAINED BY OPERATING AGENCIES,(AS INDICATED IN THIS SECTION) THAT OPERATING AGENCIES HAVE ADEQUATE ADVANCE ARRANGEMENTS FOR SUBSTITUTE STAFF AND THAT, WHEN AN OPERATING AGENCY EMPLOYS MORE THAN ONE PERSON, WRITTEN JOB DESCRIPTIONS ARE GIVEN TO EACH EMPLOYEE.

It is usually only through small group and one-to-one exchange that the maximum benefit of day care experiences can be derived. Thus encouraging attentive listening, conversation, knowledge of the child's life outside of the day care setting, warmth, individual rapport, and affording a child the opportunity to identify closely with at least one adult. The administering agency must assure that capable staff in the recommended ratio is always present and that each member of the staff has a clear understanding of his responsibility as explained in orientation sessions and provided in a written form.

On the following page are listed the required qualified adult-to-child ratio for day care programs utilizing federal funds. However, operating agencies may find it necessary and desirable to exceed these recommendations and have more adults as regular members of the staff working with the children. Influencing factors are not only the ages and numbers of children and whether the day care setting is a home or center, but also special features of the program, such as the enrollment of handicapped children and, to some extent, the physical features of the facility. Recruitment and involvement on a regular on-going basis of day care parents and community volunteers can be an invaluable method of augmenting staff capabilities while also providing these adults with a worthwhile experience. When community volunteers are utilized in fulfillment of the staff- child ratio requirements, such volunteers must be in regular attendance on a pre-planned basis functioning as if they were an employed member of the staff.

IN REGARD TO THOSE STAFF MEMBERS DIRECTLY RESPONSIBLE FOR SUPERVISING CHILDREN, AN OPERATING AGENCY MUST MAINTAIN THE STAFFING RATIO INDICATED, WHICH IS APPROPRIATE TO THE TYPE OF DAY CARE ARRANGEMENT PROVIDED BY THE AGENCY.

IN-HOME DAY CARE: ONE ADULT OVER AGE TWENTY-ONE IS REQUIRED. NO MORE THAN ONE FAMILY OF CHILDREN MAY RECEIVE CARE
1 adult for a total enrollment of one family of children

FAMILY DAY CARE HOMES: ONE ADULT OVER AGE TWENTY-ONE IS REQUIRED. NO MORE THAN SIX CHILDREN UNDER THE AGE OF FOURTEEN, INCLUDING THE CHILDREN OF THE CARETAKER, UNDER AGE SIX, MAY RECEIVE CARE AT ANY ONE TIME, EXCEPT THAT NO MORE THAN TWO CHILDREN UNDER THE AGE OF TWO MAY RECEIVE CARE AT ANY ONE TIME. CHILDREN OVER AGE FOURTEEN WHO RECEIVE CARE MUST BE SIBLINGS OF THE YOUNGER CHILDREN IN CARE
1 adult for a total enrollment of 6 children

GROUP DAY CARE HOMES: ONE ADULT OVER AGE TWENTY-ONE IS REQUIRED, ASSISTED BY AN ADDITIONAL ADULT OVER THE AGE OF EIGHTEEN WHEN MORE THAN SIX CHILDREN RECEIVE CARE AT ANY ONE TIME. NO MORE THAN TWELVE CHILDREN MAY RECEIVE CARE AT ANY ONE TIME.
1 adult for a total enrollment of 6 children

INFANTS, & TODDLERS

DAY CARE CENTERS: WHEN A CHILD UNDER THE AGE OF THREE RECEIVES CARE IN A GROUP, ONE ADULT OVER THE AGE OF TWENTY-ONE IS REQUIRED FOR EVERY TWELVE CHILDREN, ASSISTED BY ONE ADULT OVER THE AGE OF EIGHTEEN WHEN MORE THAN FOUR CHILDREN UNDER THE AGE OF THREE RECEIVE CARE AND A SECOND ADULT OVER THE AGE OF EIGHTEEN WHEN MORE THAN EIGHT CHILDREN UNDER THE AGE OF THREE RECEIVE CARE IN THE GROUP.
1 adult for a total enrollment of 4 children
1 adult and 1 aide for a total enrollment of 5 to 8 children
1 adult and 2 aides for a total enrollment of 9 to 12 children

PRESCHOOL

WHEN A CHILD OVER THE AGE OF THREE, BUT UNDER THE AGE OF SIX, RECEIVES CARE IN A GROUP, ONE ADULT OVER THE AGE OF TWENTY-ONE IS REQUIRED FOR EVERY FIFTEEN CHILDREN, ASSISTED BY ONE ADULT OVER THE AGE OF EIGHTEEN WHEN MORE THAN EIGHT CHILDREN RECEIVE CARE IN THE GROUP.
1 adult for a total enrollment of 8 children
1 adult and 1 aide for a total enrollment of 9 to 15 children

SCHOOL AGE

WHEN CHILDREN OVER THE AGE OF SIX RECEIVES CARE IN A GROUP, ONE ADULT OVER THE AGE OF TWENTY-ONE IS REQUIRED FOR EVERY THIRTY CHILDREN, ASSISTED BY ONE ADULT OVER THE AGE OF EIGHTEEN WHEN MORE THAN FIFTEEN CHILDREN RECEIVE CARE AND A SECOND PERSON OVER THE AGE OF FIFTEEN WHEN MORE THAN TWENTY-FIVE CHILDREN RECEIVE CARE IN THE GROUP.
1 adult for a total enrollment of 15 children
1 adult and 1 aide for a total enrollment of 16 to 25 children
1 adult and 2 aides for a total enrollment of 25 to 30 children

STAFF TRAINING

THE ADMINISTERING AGENCY MUST PROVIDE, ARRANGE FOR, OR OTHERWISE ASSURE THE PROVISION OF ORIENTATION, CONTINUOUS INSERVICE TRAINING, AND SUPERVISION FOR ALL PERSONS, PAID OR VOLUNTEERS, WORKING IN THE DAY CARE PROGRAM, INCLUDING THOSE PERSONS WORKING IN OPERATING AGENCIES. TRAINING CONTENT MUST INCLUDE GENERAL PROGRAM GOALS AS WELL AS SPECIFIC PROGRAM CONCERNS IN THE AREAS OF NUTRITION, HEALTH, CHILD GROWTH AND DEVELOPMENT, EDUCATIONAL GUIDANCE AND REMEDIAL TECHNIQUES, AND THE RELATION OF THE CHILD TO HIS PARENTS AND THE COMMUNITY.

> Proper preparation and continuous training of the total day care staff concerning both programmatic and administrative topics will better assure development and maintenace of high quality day care services. Such training will also contribute to the development of a viable work force in the field of child development and prepare staff for increasingly responsible roles in the day care program.

The talents and resources of the entire community should be drawn upon in meeting this requirement. Community colleges, universities, local school systems, voluntary and professional groups, and Federal, State and local public agencies may all have resources and an interest in participating in the training program. By providing training on a community-wide basis, persons working in homes and those working in centers will have an opportunity to share ideas, learn from each other while learning a common set of information through the training program and thus be in a better position to provide a consistent plan of developmental services when a child moves from a home to a center or when a family of children receive care in both a center and a home. Such integrated training will also provide a basis for persons to move in employment from a home to a center and vice versa.

THE ADMINISTERING AGENCY MUST ASSIGN RESPONSIBILITY FOR DEVELOPING AND COORDINATING THE ORIENTATION AND TRAINING PROGRAM TO A SPECIFIC STAFF MEMBER WHO SHALL INVOLVE PERSONS WORKING IN THE OPERATING AGENCIES IN DESIGNING THE PROGRAM.

Staff orientation and training activities are meaningful to the participants when they offer the information and opportunity to learn skills which are considered to be important by them in carrying out their day care responsibilities and attaining career goals. In order to assure that the orientation and training programs developed by the administering agency are relevant to the needs of the staff the administering agency must assign a person who has the experience, interest, and ability to work both with employees of the program and representatives from the community agencies and institutions in planning and developing orientation and training. The administering agency may wish to establish specific requirements as to type and length of training and experience which is indicative of accomplishment of skills.

Exceptions to such specific requirements should be allowed, however, in order that competent persons who are able to adequately manage the tasks of the job are not prevented from doing so because of prohibitive stringent requirements.

When an administering agency serves less than sixty children in an area, a staff person having other responsibilities may be assigned responsibility for developing and coordinating the orientation and training program. The coordinator should have continuous contact with the staff in order to solicit their suggestions and understand their training needs. Depending on the size of the total program this contact could be maintained through regular conversations, written questionnaires, and/or the formation of a training advisory committee which should include the minimum of one representative from each operating agency.

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, F. PARENT INVOLVEMENT

THE ADMINISTERING AGENCY MUST ASSURE THAT EVERY PARENT OF A CHILD RECEIVING SERVICES IN THE DAY CARE PROGRAM HAS AN OPPORTUNITY TO COMMUNICATE THEIR IDEAS, CONCERNS, AND SUGGESTIONS FOR THE DAY CARE PROGRAM. PARENTS MUST BE PROVIDED WITH CLEAR AND UNDERSTANDABLE INFORMATION REGARDING TO WHOM AND HOW THEIR INTERESTS ARE TO BE COMMUNICATED. ALL WRITTEN COMMUNICATION AND A RECORD OF ALL VERBAL COMMUNICATION MUST BE MAINTAINED IN A CENTRAL FILE AND MADE AVAILABLE TO FEDERAL OFFICIALS UPON REQUEST.

> The physical and emotional involvement of parents in day care programs is based on the belief that parents are interested in and capable of fulfilling their responsibility for the provision of services to their children. The attitudes, opinions, and actions of those persons involved in the planning, implementation and maintenance of day care programs must reflect this belief in their manner and actions, so that parents participate as full partners in all aspects of the programs.

There are many ways of encouraging effective parent involvement including participation in the process of developing policy and making decisions about the nature, development, and conduct and overall direction of the program; employment as paid members of the day care staff in both center and home settings; involvement in activities whether educational or recreational which they help to plan and carry out according to their own interests as parents and as individuals; regular conferences with members of the staff to discuss the development and needs of their child. An interesting and important way for parents and guardians to be involved in the child's day care experiences is to observe him while he's at the center or day care home. This can done as a visitor. However, a way which the parent can be of even more value is as a volunteer worker. As a volunteer, he can be involved in the activities of the day care program right along with the child and have an opportunity, not only to understand better the things children in day care do and learn, but to participate in staff orientation and training activities thus possibly leading to new employment and career opportunities.

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THE ADMINISTERING AGENCY MUST HAVE AN ADVISORY COMMITTEE COMPOSED OF PARENTS OF CHILDREN IN THE DAY CARE PROGRAM AND REPRESENTATIVES OF PROFESSIONAL ORGANIZATIONS OR INDIVIDUALS WHO HAVE PARTICULAR KNOWLEDGE OR SKILLS IN CHILDREN'S AND FAMILY PROGRAMS. NOT LESS THAN FIFTY PER CENT OF THE COMMITTEE MEMBERSHIP SHALL BE PARENTS OF CHILDREN IN THE DAYCARE PROGRAM WHO ARE SELECTED BY THE PARENTS THEMSELVES IN A DEMOCRATIC FASHION.

> In order to provide maximum opportunity for parents to be involved in policy and decision making roles each administering agency must have an advisory committee made up of at least 50% parents of children who are eligible to receive federally supported day care services, as elected by the parents in a democratic fashion. To assure the broadest involvement of services and expertise the remaining membership must include representatives of major public and private agencies and organizations, operators of proprietary and non-profit day care programs who have a strong interest in the provision of high quality day care for children of low income families. The day care policy setting committee must be a separate body from any other which the administering agency may have. It is recommended that if an administering agency does have a separate Board of Directors membership on that Board be open to a duly elected representative of the parents serving on the policy advisory committee.

The responsibilities and priviledges of the advisory committee encompass those which are not exclusive to the advisory committee of the operating agency. Whereas the attention of the advisory committee of the operating agency is focused directly on what occurs in the program in that particular facility, the policy advisory committee of the administering agency must maintain a broader perspective which embraces all of the operating agencies and the provision of services to them, i.e., training, coordination, program quality control and monitoring, training and technical assistance.

The responsibilities of the advisory committee should include participation in the assessment of need for day care in the total community; development of plans appropriate to meet identified needs; determine the number and kinds of day care facilities for which the administering agency should contract and to which eligible agencies grants and contracts should be made for the enrollment of children; participation in the development of criteria for the selection of day care personnel both for home and center settings; procedures for the recruitment and hiring of staff; plans to utilize all available resources; participate in the development of procedures for the monitoring and evaluation of programs in terms of the Federal Day Care Requirements and/or State and local

requirements; and development of procedures to ensure the democratic representation of parents in all phases of the development of policies which effect their children and families. In addition, the advisory committee presents suggestions for program improvements and receive feed back from the staff regarding the implementation of such suggestions; create a procedure for hearing and resolving staff grievances and complaints as received from the community, from those at the applicant agency level, and from staff and parents of the operating agency when they are of such a nature or magnitude that the operating agency chooses to present them at the administering agency level;review and approve contracts or grants for the provision of supportive services such as staff training; participate in the nomination of the program director and approve decisions to hire or fire the director; participate in the selection of the major staff hired by the administering agency, i.e., those persons responsible for the planning and development of the educational services, social services, training, and health and nutrition; develop and carry out a program of public relations which provides information and education to the community regarding day care services, promoting greater understanding and support for programs related to the needs of children and their families; approve enrollment procedures, fee schedules and methods for collecting fees from parents; assure that the available day care services are provided to the children with the greatest need, that parents have a choice in selecting the kind of program and day care facility they wish for their child. The advisorycommittee should also advise and assist in the development of programs to meet the needs of the parents as expressed by them.

AN OPERATING AGENCY WITH MORE THAN 25% OF ITS TOTAL ENROLLMENT CONSTITUTING CHILDREN WHOSE CARE IS PROVIDED FOR THROUGH FEDERAL FUNDS MUST ESTABLISH AN ADVISORY COMMITTEE COMPOSED OF PARENTS OF CHILDREN RECEIVING CARE IN THE OPERATING AGENCY DAY CARE PROGRAM AND REPRESENTATIVES OF PROFESSIONAL ORGANIZATIONS OR INDIVIDUALS WHO HAVE PARTICULAR KNOWLEDGE OR SKILLS IN CHILDREN'S OR FAMILY PROGRAMS. NOT LESS THAN FIFTY PER CENT OF THE COMMITTEE MEMBERSHIP SHALL BE PARENTS OF CHILDREN RECEIVING CARE IN THE OPERATING AGENCY DAY CARE PROGRAM AND NOT LESS THAN ONE HALF OF THE PARENT MEMBERS SHALL BE PARENTS OF CHILDREN WHOSE CARE IS PROVIDED FOR THROUGH FEDERAL FUNDS.

Both the profit and non-profit operating agency can benefit by the guidance and support of parents and the community which results from an active advisory committee. Such a committee provides the opportunity whereby the participating parent can express himself in a positive way, resulting in services which please him and meet the needs of his family and in turn make him supportive of the operating agency and what it strives to do. In addition, the inclusion of professional and community representatives adds strength to the program, whether proprietary or not, by bringing to it community resources and support. The ultimate greatest benefactor being the day care child.

The advisory committee of the day care Operating agency whether a home or center program should be concerned specifically with the administrative and program aspects which influence the actual day care program in which their children participate.

The responsibilities of the advisory committee should include assisting in the planning of the program with particular attention to ethnic and cultural considerations; educational trips; the number and type of meals to be served; and maximizing the delivery of health services. It is important that the advisory committee communicate through its representative(s) to the administering agency's advisory committees the needs of the operating agency working diligently to help develop the policies set at the administering agency level so that those policies and subsequent services realistically meet the needs of the children and families served. In an operating agency of non-profit status the advisory committee should participate in the selection of the staff hired and participate in the nomination of the program director and approve decisions to hire or fire that director; also for an operating agency of profit-making status advise in the selection of Program Director and staff.

The advisory committee should create a procedure for hearing and resolving staff grievances and complaints as received from the parents and community; encourage and assure maximum participation of all parents in the day care activities not only as observers but workers and paid employees.

G. ADMINISTRATION AND COORDINATION

THE ADMINISTERING AGENCY MUST ASSURE THAT OPERATING AGENCIES GIVE PRIORITY IN ENROLLMENT TO THOSE CHILDREN WITH THE GREATEST RELATIVE NEED FOR DAY CARE WHO ARE ELIGIBLE FOR SERVICES UNDER THE REGULATIONS OF THE FEDERAL ADMINISTERING AGENCY. CRITERIA FOR DETERMINING RELATIVE NEED MUST BE DEVELOPED BY THE ADMINISTERING AGENCY AND PROVIDED TO ALL OPERATING AGENCIES.

> Funds are made available to administering agencies for specific purposes defined in Federal programs. The administering agency must assure that the receipients of the services are those for which the federal funds have been allocated and that established priorities are followed.

Eligibility for day care services differs under the various federally funded programs. In some cases, eligibility is clear and specific and provides little room for discretion on the part of the administering agency. In other instances, eligibility is broad and provides for some option on the part of the administering agency for establishing priorities for service. When such an option is provided, the administering agency should establish priorities on the basis of need, with those families having the greatest need for day care services being given highest priority. Staff members responsible for the enrollment of children should be trained not only to apply specific tests of need, but also to make evaluative judgements as to the relative need for service on a case by case basis.

THE ADMINISTERING AGENCY MUST DEVELOP AND MAINTAIN ALL RECORDS AND MAKE ALL REPORTS WHICH MAY BE REQUIRED BY THE FEDERAL ADMIINSTERING AGENCY.

AN OPERATING AGENCY MUST DEVELOP AND MAINTAIN ALL RECORDS AND MAKE ALL REPORTS WHICH MAY BE REQUIRED BY THE ADMINISTERING AGENCY.

> There must be maintained a complete set of written records which reflect the administration of the program, compliance with requirements, program quality and other information useful in assessing problems so that technical assistance can be provided and strengths so that those elements can be shared with other Agencies.

The administering agency and operating agency may develop records and applications suitable to their needs. However, the Federal Administering Agency may require the use of specific forms which will yield uniform data on a national basis.

THE ADMINISTERING AGENCY MUST EVALUATE EACH OPERATING AGENCY AT LEAST ONCE A YEAR TO DETERMINE THAT THESE FEDERAL DAY CARE REQUIREMENTS ARE MET. ADMINISTERING AGENCIES MAY DEVELOP A COORDINATED PLAN FOR EVALUATION WHEN THEY UTILIZE THE SERVICES OF THE SAME OPERATING AGENCY.

The administering agency which contracts for day care services is held totally responsible by the Federal administering agency for compliance with all requirements contingent to the use of the Federal funds.

Where more than one administering agency uses the services of the same operating agency they should coordinate their evaluation efforts so as to avoid duplication and making unnecessary requests of the operating Agency.

THE ADMINISTERING AGENCY MUST ASSURE THAT ALL OPERATING AGENCIES COMPLY WITH THE SPECIFICATIONS OF TITLE VI OF THE CIVIL RIGHTS ACT OF 1964, WHICH REQUIRES THAT SERVICES IN PROGRAMS UTILIZING FEDERAL FUNDS ARE USED AND AVAILABLE WITHOUT DISCRIMINATION ON THE BASIS OF RACE, RELIGION, OR NATIONAL ORIGIN.

The Federal law prohibits discrimination on the basis of race, religion, or national origin and this particularly applies where Federal funds are used.

The administering agency is responsible for assuring that there is compliance with this requirement. A statement signed by the day care operator attesting to compliance, and kept on file in the office of the administering agency, is satisfactory evidence for initiating service. However, careful evaluation must be made regularly by the administering agency to determine that compliance is maintained. A procedure for handling complaints by parents regarding possible discrimination should be established by the administering agency and an operating agency found to be out of compliance must not continue to be used.

ALL ADMINISTERING AGENCIES AT THE STATE LEVEL AND AT THE LOCAL LEVEL IN A STATE MUST COORDINATE THEIR DAY CARE PROGRAM PLANNING AND OPERATION ACTIVITIES TO AVOID UNNECESSARY DUPLICATION IN SERVICE, TO PROMOTE CONTINUITY IN THE CARE AND SERVICE PROVIDED EACH CHILD, AND TO MAINTAIN MAXIMUM EFFICIENCY OF OPERATION.

> Because of the limited availability of funds for day care services it is the responsibility of administering agencies at all levels to pursue joint program pre-planning and continued coordination and to operate as efficiently as possible. Without coordination it is conceivable that eligible children could remain unserved in the midst of available resources.

Many mechanisms for coordination can be developed. The Federal design for coordination of Federal agencies and community resources related to day care services is the COMMUNITY COORDINATED CHILD CARE (4-C) program. For further information, contact Director, Office of Child Development, DHEW, Washington, D.C. 20201

IV. WAIVERS OF REQUIREMENTS

THE ADMINISTERING AGENCY MAY REQUEST WAIVER OF A REQUIREMENT WHEN IT CAN BE SHOWN THAT THE REQUESTED WAIVER MAY ADVANCE INNOVATION AND EXPERIMENTATION AND EXTEND SERVICES WITHOUT LOSS OF QUALITY IN THE PROGRAM. REQUESTS FOR WAIVER MUST BE ADDRESSED TO THE FEDERAL ADMINISTERING AGENCY PROVIDING THE FUNDS AND TO THE OFFICE OF CHILD DEVELOPMENT. THE FEDERAL ADMINISTERING AGENCY SHALL MAKE DECISIONS ON REQUESTS FOR WAIVER.

> On occasion it may be necessary and desirable to permit new and different things to be explored in the areas of child development and day care programs. Such endeavors may require a waiver of the Federal Day Care Requirements. Only the administering agency providing the Federal funds can waive requirements relative to their use.

The administering agency must be cautioned that when it contracts with an operating agency which is also being used by another administering agency utilizing a different set of funds and following different guidelines, it is important that this be reported in writing to the Office of Child Development. The Office of Child Development will then attempt to resolve any difficulties encountered because of the multiple funding jurisdictions.

Senator MONDALE. Do the title IV day care centers now require educational services?

Dr. ZIGLER. No, they typically do not. The fact of the matter is that the earlier version of the "Federal Interagency Day Care Requirements" have in most settings simply been ignored, Senator. This is exactly what we want to do something about. One of the things that I felt we had to do was revise the earlier version that people were employing. I did not find them either readable or in many instances doable. They simply were so high that people, I think, finally had to ignore them.

They simply weren't realistic enough in terms of staffing. I think that we have to find a level of care in this country that you can make people stick to and this is exactly what we have attempted to accomplish in our revision. The next step from that is when we think we have got standards that are, in essence, really doable and realistic will be to make some kind of concerted effort with our colleagues in CSA to see that they are abided by.

Senator MONDALE. Are those regulations now prepared?

Dr. ZIGLER. I have the revision. The earlier version, of course, is available but the revision is now being sent out to State people, city people and private operators for their comments. I don't think we should be totally arbitrary about it. I would be happy to make available the revision as we presently have them, with the understanding that they will probably be revised again on the basis of these comments.

Senator MONDALE. Could we have your support if we wrote those regulations into the statute—the minimal regulations?

Mr. KURZMAN. I think it would be a great departure from normal legislative procedures, Senator, to write in how many supervisors per child or per unit would be required for all the varieties of settings that are necessary. The booklet, Federal Interagency Day Care Requirements, that Dr. Zigler has talked about runs to 17 pages, probably when they are refined, they will run even longer. I just don't think that it is necessary to put that into statute. It isn't going to make it any more enforceable in statute than it is in regulations.

The question is, what is the role and the ability of the Federal Government to monitor these things? That is why, Mr. Chairman, we have proposed the delivery system we have.

Senator MONDALE. We will get to the delivery system later.

Mr. KURZMAN. They are very much related, sir.

Senator MONDALE. It is your testimony today that your legislation assures comprehensive day care? Is that right?

Mr. KURZMAN. Our legislation, sir, assures the targeting of more than custodial day care to the children of working families.

Senator MONDALE. Why don't you assure us that it is comprehensive child development legislation? I suspect because it isn't.

Mr. KURZMAN. It can't be the ideal. We testified to that. Yes, sir.

Senator MONDALE. You keep testifying in the negative—talking about what it is not. Can you tell us what it is?

Mr. KURZMAN. Dr. Zigler has repeatedly referred to the requirements that are here and in these "Federal Interagency Day Care Regulations" the services called for are more than custodial. They are less

than what we believe from the things that you have mentioned, sir, that you mean by comprehensive.

Senator MONDALE. Now, the present legislation, H.R. 1, has only one sentence on the question of centers—"Such projects shall provide for various types of child care needed in the light of the different circumstances and the need of the children involved." Is that adequate, in your opinion, to spell out the minimum safeguards?

Mr. KURZMAN. We think it is, if coupled with the legislation which we proposed to the subcommittee. In our specifications we state that we believe that there should be cross-references to H.R. 1 and title IV so that the day care provided under those authorities will be provided primarily to the extent that the system exists, through the system established by the legislation in this committee. In this legislation, we propose that the Government set the standards.

Senator MONDALE. All right. Now, how many children do you estimate are there who need day care or some other kind of help and how do you break down those figures?

Dr. ZIGLER. Again, the figures are elusive on this. One approach is that every child needs help, another approach is that only children in dire poverty need help. If you take the figure of working mothers who clearly need day care for their children, you are talking about 5 million.

Senator MONDALE. The first statistic is 5 million working mothers. Is that working mothers of all incomes?

Dr. ZIGLER. Yes. In other words, they need that many slots, whereas something on the order of about 5 million children need, preschoolers——

Senator MONDALE. That is preschool?

Dr. ZIGLER. Yes. There are slots presently available for about 650,000 of these so you are talking about a need there of some 4 million or 4½ million, roughly.

Senator MONDALE. So, there would be 5 million preschool children—preschoolers?

Dr. ZIGLER. Yes.

Senator MONDALE. Approximately. Now, how many school-age children?

Dr. ZIGLER. I don't know that figure. I can provide it for the record. I would assume it must be at least that many more, perhaps more than that.

Senator MONDALE. Could you give us the figure there as best you can for the record? There might be 10 million.

Dr. ZIGLER. Yes.

(The information referred to, subsequently supplied, follows:)

CHILDREN OF WORKING MOTHERS

State	Number of children of working mothers [1]	Number of children 0 to 5 of working mothers [2]	Percentage distribution	Number of children 6 to 14 of working mothers
United States	25,816,000	5,808,600	100.0	[3] 15,005,000
Alabama	444,960	100,116	1.7	
Alaska	27,522	6,192	.1	
Arizona	212,586	47,832	.8	
Arkansas	234,036	52,658	.9	
California	2,619,550	589,399	10.1	
Colorado	283,800	63,855	1.1	
Connecticut	410,586	92,382	1.6	
Delaware	67,122	15,102	.3	
District of Columbia	154,022	34,655	.6	
Florida	826,320	185,922	3.2	
Georgia	631,752	142,144	2.4	
Guam				
Hawaii	93,786	21,102	.4	
Idaho	91,212	20,067	.4	
Illinois	1,416,228	318,651	5.4	
Indiana	650,628	146,391	2.5	
Iowa	355,674	80,027	1.4	
Kansas	294,954	66,365	1.1	
Kentucky	349,668	78,675	1.3	
Louisiana	402.864	90,644	1.5	
Maine	120,450	27,101	.5	
Maryland	485,232	109,177	1.9	
Massachusetts	776,754	174,770	3.0	
Michigan	1,032,042	232,209	4.0	
Minnesota	468,930	105,509	1.8	
Mississippi	294,954	66,365	1.1	
Missouri	567,402	127,665	2.2	
Montana	88,638	19,944	.3	
Nebraska	196,218	44,149	.8	
Nevada	68,838	15,489	.3	
New Hampshire	99,858	22,468	.4	
New Jersey	918,984	206,771	3.5	
New Mexico	125,664	28,274	.5	
New York	2,561,724	576,388	9.8	
North Carolina	688,380	154,886	2.6	
North Dakota	76,560	17,226	.3	
Ohio	1,313,268	295,485	5.0	
Oklahoma	303,534	68,295	1.2	
Oregon	247,764	55,747	.4	
Pennsylvania	1,518,330	341,624	5.8	
Puerto Rico				
Rhode Island	216,018	48,604	.8	
South Carolina	355,674	80,627	1.4	
South Dakota	87,780	19,751	.3	
Tennessee	516,978	116,320	2.0	
Texas	1,363,032	306,682	5.2	
Utah	136,818	30,784	.5	
Vermont	54,118	121,919	.2	
Virgin Islands				
Virginia	597,432	134,422	2.3	
Washington	408,870	91,996	1.6	
West Virginia	184,140	41,432	.7	
Wisconsin	553,872	124,621	2.1	
Wyoming	45,606	10,261	.2	

[1] (a) 1971 Report, Women's Bureau, Department of Labor, Miss E. Waldman, (b) Figures from the Special Labor Force Report No. 78, October 1966 Issue of the Month, labor force projections, by State, 1970 and 1980. (c) Working mother has an average of 2.2 children.

[2] 22.5 percent of children of workings mothers are age 0 to 5. (1971 Report Women's Bureau, Department of Labor.

[3] Figure arrived at by elimination of children 0 to 5 and 15 to 17 yerars of age from total figure.

Senator MONDALE. What are the numbers for the families of working mothers eligible under the poverty guidelines of H.R. 1?

Dr. ZIGLER. I don't have that figure, Senator, I will have to provide that for the record.

(The following was subsequently supplied for the record:)

No. of families of working mothers eligible under H.R. 1

1. Total number of working mothers [1]	11,840,000
2. Families earning under $4,320 [2] (percent)	17.3
3. Apply percentage under No. 2 to No. 1:	
Number below poverty line	2,076,000
Number above poverty line	9,764,000

[1] From press release, Bureau of Labor Statistics, DOL, May 26, 1971–table 2.
[2] Income in 1969 of families and persons in the US.S, CPS, Series, P. 60, No. 25, Dec. 14, 1970, table 10.

Senator MONDALE. Can you give us some approximation and then supply the specifics for the record? I won't hold you to those figures but I am just trying to get an idea.

Dr. ZIGLER. Let's see; yes, I have some fairly good figures for it. In the 3-to-5 age there is 2.7 million, roughly——

Senator MONDALE. Do you have 0 to 3?

Dr. ZIGLER. That included 3.

Senator MONDALE. 0 to 2?

Dr. ZIGLER. Zero to two would be another million, approximately.

Senator MONDALE. Why do you break it down by 0 to 2 and 3 to 5? You have no intention of providing day care for the 0 to 2?

Dr. ZIGLER. As you know, in this whole period it is voluntary. Secondly, while we certainly will need good care for a mother to work in this age 0 to 2, I, personally, along with other workers in the field have a great deal of reservation about group care for children in this age range, Senator.

Senator MONDALE. But this might be, as Dr. Schaeffer's study showed here in Washington, a good time to be working with parents in the home.

Dr. ZIGLER. That is right.

Senator MONDALE. What are your estimates about the trends of working mothers? Incidentally, how many working mothers do you estimate there are now?

Dr. ZIGLER. Approximately 12 million.

Senator MONDALE. What has the trend been for working mothers?

Dr. ZIGLER. It has gone up quite steeply since approximately 1940 when we had 10 percent. The last figures I have seen are in the neighborhood of 45 percent. With extrapolation, it would be something on the order of 70 percent by the end of 1980.

Senator MONDALE. So that there is a very dramatic trend in the direction of working mothers. Is that correct?

Dr. ZIGLER. Very dramatic.

Senator MONDALE. What are the reasons for that do you think?

Dr. ZIGLER. I think there are a variety of reasons not the least of which is the dissatisfaction of women in the conventional wife-mother role, part of which is, as Professor Bronfenbrenner pointed out, the denigration of this role in this society.

Second, there have been rather prosperous economic times in which employment was readily available for women and then, finally, I don't think we could discount the blossoming recently of the women's liberation movement in this country in which women simply want to do other things. So, a combination of factors has given rise to this phenomenon. It snowballed for a very simple reason and that is a not too subtle shift of the values of our society. So, all of these elements

have combined to give us what is essentially a social revolution in this country.

Senator MONDALE. A social revolution that is yet ahead of us, I gather by those projections, because they would constitute 70 percent of the mothers by 1980, you estimate.

Dr. ZIGLER. Yes.

Senator MONDALE. How many working mothers are there now, approximately? Do you know?

Dr. ZIGLER. The total number of working mothers is approximately 12 million.

Senator MONDALE. Can you break that down by the number of working mothers above the poverty line and the number below?

Dr. ZIGLER. If there are working mothers, you are not going to find a very high percentage among the poor because once you work, you generally make enough money to be above the poverty line. So, most working mothers are above the poverty line, with the exception of some very low service and domestic and employees and part-time workers. I would guess that you are talking about something on the order of 2 million.

Senator MONDALE. If you have more specific figures on that would you submit them for the record?

Dr. ZIGLER. I would be happy to, Senator.

Senator MONDALE. How many mothers below the poverty line are likely to be working mothers if they were provided decent day care services?

Dr. ZIGLER. We have tried to corner that figure and again, we are having some problems with it. We have used the WIN experience and it is quite heterogeneous around the country. We have gotten figures anywhere from 20 to 80 percent. The age of the child enters in here. Obviously, a parent with a very, very young infant wants to be at home. But, we will look at the figures we have, which I don't find terribly satisfactory, and give you our best estimate for the record.

(The following was subsequently supplied for the record:)

NUMBER OF WELFARE MOTHERS NOT WORKING BECAUSE OF LACK OF ADEQUATE CHILD CARE ARRANGEMENTS

In view of the number of children on welfare requiring child care in order for their mothers to work, it is not surprising that a number of studies conducted by and for the Department of Health, Education, and Welfare in recent years have pointed up the major barrier to employment of welfare mothers that lack of child care represents:

A study conducted by the Bureau of Social Science Research in 1969 entitled "Welfare Policy and Its Consequences for the Recipient Population: A Study of the AFDC Program" identified domestic responsibilities as one of the three major obstacles to employment. After outlining other barriers to employment, the study added (p. 126) that "in many cases it was felt that these could be overcome if suitable child care arrangements were available, and many (mothers) would prefer employment to welfare if such arrangements could be made. . . . It was, naturally enough the younger women . . . who were most often kept from working because there were no child care arrangements available."

An article by Dr. Perry Levinson, "How Employable Are AFDC Women?" appearing in the July-August 1970 issue of *Welfare in Review* showed that almost two-thirds of the AFDC mothers identified poor availability of day care or dissatisfaction with day care arrangements as conditions limiting or preventing their employment, while more than three-fourths of the mothers listed "young children" as an employment barrier.

A study by Irene Cox, "The Employment of Mothers as a Means of Family Support" appearing in the November–December 1970 issue of *Welfare in Review* estimated that 45 percent to 55 percent of AFDC mothers are potentially employable because of age, education, and work experience but that two major barriers deter employment, the presence of young children being one of them.

A study entitled "Impediments to Employment," completed in 1969 for the Department of Health, Education, and Welfare by Greenleigh Associates concluded (p. 83) that "responsibility for the care of children was an impediment to employment mentioned as frequently as lack of job skills by the women in low-income households." In an earlier assessment of the employment potential of AFDC mothers in Cook County, Greenleigh Associates found that "the most serious deterrent to employment was lack of child care. Over two-fifths of the grantees could not be employed because they had too many young children to make day care a practical solution. Another two-fifths could take advantage of day care facilities if such services were provided" (quoted in "Impediments to Employment," p. 87).

A report by the National Analysis for the Department of Health, Education, and Welfare dated October 1970 found (p. 27) that "child care responsibilities . . . constitute the largest reported obstacle for the [AFDC] women who are not in the market for a job. . . . More than one-half (51%) of the women report child care responsibilties as a major reason for failing to seek employment."

Source: pp. 1–3 "*Child Care*" Data and Materials, Committee on Finance, U.S. Senate 1971.

Senator MONDALE. Now, the whole thrust of H.R. 1 is dealing with the families below this theoretical poverty line that we have established. Yet, the vast bulk of mothers working are above that line. What are the consequences of the failure to have a national program for comprehensive child care for these children?

Dr. ZIGLER. The consequence has been that we have many children in makeshift arrangements, including "latchkey" children—children cared for by older siblings and children in unlicensed centers. Most of these mothers simply make their own arrangements for their children. Now, one doesn't have to be totally Cassandra-ish about it. Many of these mothers do work out very good arrangements for their children, especially our more affluent middle class women who can bring in some lady who can take care of the child and really what you have in these homes is a mother substitute. But, as you go down toward the poverty line, the situation of the children as a result becomes more and more dire.

Senator MONDALE. It is right there where one probably ought to be most concerned about what is happening to those children?

Dr. ZIGLER. Yes.

Senator MONDALE. Now, would you say that there are substantial numbers of children, then, who are possibly being damaged in this category of nonpoor, as we define it, by the failure to provide some kind of national programs for their care and development?

Dr. ZIGLER. Well, I guess tying your question to a national effort is a little bit troublesome to me. If the question is, whether these children are being damaged as a result of not having proper care, the answer is certainly, yes.

Senator MONDALE. That gets me to the next question. Many people in this field believe that it is terribly important that children from disadvantaged home, children who have been cheated with poor nutrition, poor health and lack of stimulation, would benefit greatly by child development settings in which there are children with higher social and economic backgrounds. Do you agree with that and if so, why doesn't this legislation try to bring about such a thing?

Mr. KURZMAN. We do, Mr. Chairman, and my testimony very specifically dealt with that. We are proposing that there be a sliding scale, fee-paid basis for those who are above the poverty line and that there not be any isolation of those children from below the poverty line from those above it.

Senator MONDALE. What do you estimate will be the numbers of above poverty line children in this program?

Mr. KURZMAN. Much will turn on how many sponsors apply. We are talking in our proposal about an 80 to 20 sharing of Federal and State and local costs.

Senator MONDALE. Is there any funding at all in your measure for this?

Mr. KURZMAN. No, sir. Our proposal is to use the doubled budget that we are talking about through this system that we are proposing.

Senator MONDALE. And, you say you will make it possible for children from higher social and economic backgrounds to participate in day care centers—but without any new funding?

Mr. KURZMAN. That is correct, sir; if they are going to pay for their service. The question is the creation of adequate facilities and our first purpose, our definition of the Federal role, is to create sufficient resources so that the children of working families below the poverty line are taken care of and to the extent of Federal resources, to provide services for children of families below the poverty line whose parents are not working. With the creation of those facilities and payment of fees by those above the poverty line, this will bring in a mixture.

Senator MONDALE. But, am I correct that this mixture, under your proposal, anybody above $4,200 would have to pay the full costs? There is no money in there at this time for sharing part of the cost?

Mr. KURZMAN. No, sir: I don't think that is quite fair. I think that the funds that we are talking about under this bill, which would be primarily the Headstart and other economic opportunity funds, could pay for the very beginning of that scale on some matching basis. But, of course, there would have to be a sliding scale and a tapering off.

Senator MONDALE. Two years ago, I tacked on an amendment to the Headstart program that authorized the same strategy, to bring children above the poverty line into the program on a sliding fee basis. Can you tell us how many children there are now in that program, in that category?

Dr. ZIGLER. We do not have those figures, Senator. What happened was that the shift of the Headstart from OEO to HEW caused a little time lag in the development of the fee schedule and getting it out into the country. I think our best estimate is that the number of non-poor children in the program is 10 percent.

Senator MONDALE. And, are they paying some kind of sliding fee?

Dr. ZIGLER. We have the fee schedule out now and fees are being collected in those cases where, depending upon the family income, it is appropriate.

Senator MONDALE. Could you submit for the record that sliding fee schedule and the numbers that you think are participating in the program now?

Dr. ZIGLER. I could get that.

Senator MONDALE. You don't have to do that now, just for the record.

(The following was subsequently supplied for the record:)

HEADSTART POLICY

Instruction 1–30, Section B–1, Subparagraph e, Fees Policy

HEADSTART FEES POLICY

1–30–1e (1). The current policy whereby local Headstart grantees may admit at their discretion and in accord with locally developed criteria not more than 10% of their enrolled Headstart children from families whose income exceeds the poverty line index continues without change. (Part B, Section 1b, Headstart Manual of Policies and Instruction, p. 7)

(2.) Those families *whose income exceeds the poverty income guidelines at the time of enrollment of their child or children* in either summer or full year Headstart must pay a fee according to the attached schedule. A family pays a fee for one child, irrespective of the number of children of that family served by Headstart.

(3.) Fees may not be charged to families whose income falls below the poverty index. Headstart programs may, however, sell day care services to welfare departments or other organizations for AFDC recipients, WIN manpower enrollees, or enrollees in other Federal programs. In such cases, purchasers must pay the full cost of the Headstart service. In no case may the overall quality level of a Headstart program be reduced because a welfare department or other organization purchases day care from Headstart.

(4). If the income of a family changes after a child has been enrolled in a Head Start program, the fee should be redetermined to reflect such change within 90 days. If the family's income decreases by 15% or more, the readjustment of fees should occur within 30 days.

(5). The fee shall be collected directly from the family or it may be paid by some other group or individual on that family's behalf.

Waiver

Grantees may authorize individual exceptions or adjustments to the payment of fees under this policy. Exceptions may only be granted under a locally developed policy which shall be based principally on criteria related to unusual family financial conditions making fee payments a hardship, e.g., unusually high medical bills, the need for special additional support of any member of the family and so on. Such local policy must have the approval of the appropriate Head Start policy group. In addition, it, as well as records of individual exceptions granted shall be available for review by appropriate HEW regional office officials.

The Office of Economic Opportunity has concurred with the attached Fee Schedule for Head Start. Publication of the Fee Schedule was initiated on June 29, 1971, and it is to be distributed to Head Start grantees once printing is completed.

What we are sending.—Instruction 1–30, Section 1, Subparagraph e, Head Start Fees Policy.

Manual material to be replaced—None.

What you should do.—File attached Head Start Fees Policy in loose leaf notebook.

BACKGROUND

The Economic Opportunity Act Amendments of 1969 contain the following provisions which relate to Project Head Start:

"Pursuant to such regulations as the Director [of the Office of Economic Opportunity] may prescribe, (authority to issue such regulations has been delegated to the Office of Child Development, Department of Health, Education, and Welfare) persons who are not members of low-income families may be permitted to receive services in projects assisted under this paragraph. A family which is not low income shall be required to make payment, or have payment made in its behalf, in whole or in part for such services where the family's income is, or becomes through employment or otherwise, such as to make such payment appropriate."

This Instruction implements the statutory provision permitting children from non-poor families to participate in the program but requires that children of non-poor families who participate in the program pay a fee for such participation. The report accompanying the legislation points out, however, that Head Start should continue to focus on children from poor families and that "the very poor children are to have a distinct preference."

USE OF FUNDS

Funds received under this policy shall be used to expand the coverage of the local Head Start program. The funds received and the cost category for which the funds were spent shall be reported to the granting agency semi-annually on CAP 25b for information purposes only. These funds shall be subject to the same audit requirements as funds received from Federal sources. Funds received under this fees policy may not be used to make up any part of the non-Federal share requirement.

EFFECTIVE DATE

This policy is effective with respect to all children who are covered by Head Start on or after September 1, 1971.

DEFINITIONS

Poverty line index

The level of income as defined by the Office of Economic Opportunity below which a family is considered eligible for participation in OEO programs. (OEO instruction 6004–1b)

Income

Gross income of the family for the twelve months before enrollment of the child in Head Start or for the calendar year previous to enrollment, whichever is lower.

Cost of services received by the child

Those general and specific costs associated with the administration and operation of the program divided by the number of children served by the program. The costs should include general administrative overhead and all costs of services received by the children as a group. If the child does not receive some of available health services or transportation or any other specific service, the costs of such services shall not be included in the fee. Each program must determine the costs of its own operation. Such decisions are subject to review by the Assistant Regional Director for Head Start and Child Development, as well as the Head Start policy group.

HEADSTART FEES SCHEDULE

If gross annual family income is more than [1]— (A)	But less than— (B)	Annual fee shall be following percentage of— (C)	The annual cost of Headstart (per family) (D)	But shall not exceed— (E)
0	$5,500	0	[2]	0
$5,500	6,000	$10	[2]	$100
$6,000	6,500	20	[2]	320
$6,500	7,000	30	[2]	480
$7,000	7,500	40	[2]	650
$7,500	8,000	50	[2]	800
$8,000	8,500	60	[2]	950
$8,500	9,000	70	[2]	1,020
$9,000	9,500	75	[2]	1,205
$9,500	10,000	80	[2]	1,280
$10,000	10,500	85	[2]	1,360
$10,500	11,000	90	[2]	1,440
$11,000	11,500	95	[2]	1,520
$11,500		100	[2]	1,600

[1] The income levels in cols. A and B refer to a family of 4. For each additional member in a nonfarm family add $600 and for each additional member in a farm family add $500. For example, a nonfarm family of 5 with a gross income up to $6,100 and a farm family of 5 with a gross income up to $6,000 would pay no fee.
[2] To be computed by each Headstart program.

Note: When figuring income, allow 25 percent increase for Alaska and 10 percent increase for Hawaii.

THE SECRETARY OF HEALTH, EDUCATION, AND WELFARE,
Washington, D.C., June 15, 1971.

Hon. WALTER F. MONDALE,
Chairman, Subcommittee on Children and Youth, Committee on Labor and Public Welfare, U.S. Senate, Washington, D.C.

DEAR MR. CHAIRMAN: I am enclosing herewith a statement of the Administration's position on day care and child development legislation pending before

your Subcommittee. The enclosed legislative specifications represent, in our opinion, a workable, unified system for administering the various child care programs now in place and soon to be enacted by the Congress.

We appreciate having the opportunity to present this material to the Subcommittee at this time and would be happy to work with the Subcommittee in its consideration of this highly important measure on behalf of the welfare of the nation's children.

Sincerely,

ELLIOT L. RICHARDSON,
Secretary.

Enclosure.

PURPOSE

The purpose of the Comprehensive Child Development Act would be to 1) consolidate and coordinate Federal day care and child development programs; 2) assist in the development of a primary system for the delivery of day care and child development services under such programs; and 3) establish two principal targets for the provision of services under such programs: (a) the provision of day care services for children of low-income working families and (b) the provision of child development services for children regardless of the work status of their parents, to the extent permitted by budgetary resources and with priority to economically disadvantaged children.

FUNDING

Funds authorized under this Act would be expended primarily for the purpose of (b) above; funds authorized under other acts would be expended primarily for the purpose of (a) above. Funds authorized under this Act would not exceed the amounts already budgeted for Head Start and other Economic Opportunity Act child development and day care programs.

Relationship to other legislation:

The Head Start and other child development and day care authorities under the Economic Opportunity Act would be repealed and re-enacted for the purpose of (b) above. The other Federal authorities, such as the pending H.R. 1 day care legislation and the existing Title IV Social Security Act day care authority, would be cross-referenced in general language to indicate that services made available under this Act may be purchased with funds provided under the referenced authorities.

Primary day care and child development system:

The legislation would establish a system of prime sponsors at State and local levels, as a primary vehicle for Federal funding of day care and child development services which may be used for category (a) above and which shall be used for (b) above. The Federal role under all day care authorities would be the provision to such sponsors of:

(a) planning grants: grants, contracts, and technical assistance for resource creation (construction, renovation, and training); and for no longer than a 24-month period (with the same exceptions as provided under H.R. 1 day care) for initial operating expenses;

(b) funds through vendor payments, under other Federal authorities, and to the extent appropriate under this authority primarily for other operating and capital expenses; and

(c) where necessary and to the extent that budgetary limits permit, funds through grants, contracts and technical assistance for other operating and capital expenses.

ELIGIBLE INDIVIDUALS

Within the populations described above, "children" would be defined as between the ages of 0 to 14 years of age, with priority to economically disadvantaged and pre-school children (to the extent consistent with the purposes and provisions of H.R. 1). "Economically disadvantaged children" would be defined as children from Indian and migrant families and families whose annual income is below the H.R. 1 breakeven point.

Children from families above the H.R. 1 breakeven point would be eligible to receive services on a fee basis with the fees on a sliding scale related to income.

Program organization and administration:

Prime Sponsors.—The prime sponsor would be the unit of General Purpose Government eligible to receive Federal funds to plan and operate or provide for the operation of child development programs under the bill. The prime sponsor will, typically, designate a government agency which will carry out the purpose of this Act in the area to be served.

While the prime sponsor mechanism would be mandated for category (b) above, it would also be available for category (a) above (planning, resource creation, and administration of child care programs in response to needs identified by DOL to support H.R. 1) and for the provision of child care under Titles IV A & B, SSA. When the prime sponsor mechanism is utilized for (a) above, special procedures would be utilized for compilance with H.R. 1, as noted under the Grant Applications section.

To be recognized by DHEW as a prime sponsor, the applicant must describe the area to be served, the proposed method of establishing a Child Development Council (discussed below), and the proposed composition of that Council. The application for designation may accompany either: a) an application for a planning grant; or b) a request for Federal funds pursuant to a prime sponsor plan.

Eligible prime sponsors of a Comprehensive Child Development Program would be:

(*a*) *Any State*

Where the State is the prime sponsor it has the option of administering the program directly or delegating operation to local organizations.

(*b*) *Any city with a population of 500,000 or more*

For cities with a population of 500,000 or more an option for self-designation as prime sponsor is available if the chief elected offical requests such a designation through the Governor. The Governor would have the opportunity to review and comment on the local application and plan, but he could disapprove it only if he found the provisions of the city's application or plan to be inconsistent wth Federal law. The city involved would then be able to take an appeal to the Secretary. In the case of local self-designation, it would be up to the State and the chief elected local official involved to determine who will pay the non-Federal share, except that if the State had delegated operation of the program to other local jurisdictions (such as a region, for example) it would have to make the same proportionate contribution of non-Federal funds to the self-designated city as it had to other local jurisdictions.

(*c*) *Any Federally recognized Indian Reservation*

Child Development Councils.—Each prime sponsor would operate in conjunction with a Child Development Council. Such council would be appointed by the chief elected official of the prime sponsor jurisdiction, with 25% of the council made up of parents representative of the population served. Parents would be defined as those whose children are presently in a child development program or whose children have participated in such a program within the five years immediately preceding their selection for membership on the Council. The Council would be broadly representative of the unit or units of government, the public and private health, education, welfare, employment training, and parent and child service agencies in the prime sponsorship area.

Functions.—The Child Development Council would work with the chief elected official or lead agency of the prime sponsor to insure integrated delivery of services to children and their families by coordinating the planning of services provided under this and other authorities assisting children and their families. The Council would help develop both prime sponsor plans and project applications for child development programs. The Council would also review such plans or applications but would not have veto power. It would, of course, have the opportunity to make its comments public.

FUNCTIONS OF GENERAL PURPOSE GOVERNMENT/OPERATING AGENCIES

The major responsibilities of General Purpose Government/Operating Agencies would be as follows:

a. to establish the CDC
b. to develop the prime sponsor plan in consultation with the CDC
c. to finally approve the prime sponsor plans

d. to designate the operating agency
e. to monitor and evaluate the programs
f. to insure that the prime sponsor plans would facilitate service integration

Grant application

The prime sponsor plan would include an overall summary of the program to be administered by the State agency and sub-unit plans if any exist. A detailed description would be required only for such aspects of the program that are funded by Federal monies. This detailed description would include an acceptable intra-State allocation of the Federal funds to be used.

For those funds to be expended for the purpose of meeting H.R. 1 objectives, the language and regulations of H. R. 1 would pertain. For those funds authorized under this Act, the prime sponsor plan would include two parts:

Part 1.—Short form assurances that the prime sponsor would comply with statutory requirements, which serves as the legal base for enforcement. One of the major assurances the prime sponsor would have to make is that the operating agency would take all necessary steps to insure coordinated planning and administration of programs funded under this Act *and* coordination with other programs serving children.

Part 2.—An operating plan, which among other things identifies child development needs, describes the purposes for which the funds would be used, and states the output criteria upon which the programs would be evaluated. The extent to which these plans would be subject to HEW approval would be as minimal as possible, except to ensure that they contain the categories of information and data required. This follows the approach taken last year in the proposed Social Services, Title XX legislation and recognizes that our major purpose would be to encourage careful planning but not to dictate adherence to specific criteria for operation of programs.

Project applicants:

Prime sponsors would provide assistance by grant, loan or contract to any public or private group for projects outlined by the comprehensive child development plan. Among those agencies eligible for funding would be single-purpose Head Start agencies, community development corporations, local education agencies, Indian organizations, labor unions, business organizations, employee and labor unions, business organizations, or labor-management organizations.

Payments:

Federal matching would be at a rate of 80% for the child development programs, except the Secretary may increase the Federal share when deemed necessary to meet the needs of economically disadvantaged children. In the case of programs serving Indians and Migrants, the Federal government would pay 100% of the program costs.

Grant administration:

All funds authorized under this bill would be allocated directly to prime sponsors.

Under H.R. 1, regardless of whether the prime sponsor mechanism would be utilized for child care services, funds for construction or renovation would be administered directly by DHEW.

When the prime sponsor mechanism is employed in support of H.R. 1 day care, start-up grants (not to exceed 24 months) and operating expenses (for programs under special circumstances as specified in H.R. 1) would be allocated to prime sponsors. Vendor payment funds would be administered through the Department of Labor.

DIRECT DHEW RESPONSIBILITIES

Facilities:

The legislation would authorize the Secretary of HEW to provide construction grants and contracts covering a new child development facility, including equipment. However, DHEW recommends no new funds for this purpose at present.

Training:

The legislation would authorize grants for training of professional and non-professional personnel for projects under this Act. Further, the Secretary would be authorized to award grants to individuals employed in child development programs and to programs for inservice training. These funds would come from requested Head Start authorizations and savings from the movement of H.R. 1 eligible children to day care funded through that source.

Federal Government child development programs:

This Act would not authorize the funding of child development programs for Federal employees.

Evaluation and technical assistance:

The Secretary would be required, within 18 months, to make evaluations enumerating and describing Federal activities affecting child development, and to make recommendations to Congress. Further, the bill would require that the Secretary make technical assistance available to prime sponsors and project applicants or operators.

DHEW center for child development and evaluation:

This legislation would give DHEW authority for research and demonstration grants or contracts to public or private groups for: a) testing methods for delivering day care, child development and other children's services; b) for developing innovative approaches for working with children; c) for developing child advocacy programs; and d) developing programs for training youth in parenting. Further, the legislation would establish a Child Development Research Council in DHEW representing various Federal agencies, for the purpose of coordinating child development research efforts. Funds to support this effort would come from Headstart and other existing research authorities.

Federal standards and uniform code for facilities:

The Secretary would *not* promulgate standards or specifications concerning the educational curricula to be employed in day care or child development programs. However, the legislation would provide that the Secretary would promulgate Federal standards pertaining to the group care of children of different age groups where Federal funds are involved. These standards would be known as the Revised Federal Interagency Day Care Requirements, which the Administration has repeatedly testified will govern day care under H.R. 1.

A draft of these requirements would be made available to state and local officials, private day care providers, and consumers for review and comment prior to final publication and application of the standards to Federally-funded day care programs.

The legislation would also provide that the Secretary appoint an advisory committee to develop a uniform code for facilities which would be applicable to Federally-financed child development programs. (Such standards are now being developed in support of H.R. 1.)

Repeal, consolidation and coordination:

Effective July 1973, the following statutes would be amended to repeal authority to operate day care programs:

Section 123(a)(6) EOA
Section 162(b) Economic Opportunity Act
Section 222(a)(1) Economic Opportunity Act—Head Start
Section V–B, Economic Opportunity Act

Further, the Secretary would be required: a) to coordinate Title I, ESEA and Follow Through programs with the programs authorized under this Act; b) to insure that joint technical assistance efforts between OCD and OE are established.

The Secretary would prescribe regulations and make arrangements as necessary to insure that suitable child development programs under this Act would be available to children receiving aid or services under Titles IV–A and B of the Social Security Act.

Dr. ZIGLER. Excuse me, Senator. If I might expand somewhat on Mr. Kurzman's statement, we are very committed to this concept of heterogeneous mixing of children and our hope is that with the passage of H.R. 1, many of the children who are presently in the Headstart program will become, in fact, eligible for care under H.R. 1. As we move those children into the program with the much larger sums of money that would be available there, this will free certain amount of money that will allow us to follow a fee schedule and indeed bring about this social and economic mix. Of course, what we can do will be limited by the funds that we have.

Senator MONDALE. Now, I received a very excellent letter from you on that question and I would like to include that in the record at this point. It contains an excellent review and discussion of some of the studies that have been done on the value and effect of socio-economic integration.

(The information referred to follows:)

DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE
OFFICE OF THE SECRETARY
WASHINGTON, D.C. 20201

OFFICE OF CHILD
DEVELOPMENT

MAY 17 1971

Honorable Walter F. Mondale
United States Senate
Washington, D. C. 20510

Dear Senator Mondale:

I am writing in response to your April 23 request for information concerning socioeconomic diversity in child development programs and services available to children in other countries. I apologize for the delay in my response.

The effects of socioeconomic mixing on the development of children may be described as follows:

That children learn from one another is a well documented phenomenon. Hartup (1970) reports that child-child interactions "during infancy and childhood are closely linked with changes in sensory-motor capacities, cognitive skills, and the development of impulse control." (Vol. 2, p. 368). Particular interest has been focused upon the question of whether a mix of middle and lower socioeconomic status (SES) children is of benefit to both groups in the classroom. A major stimulus for this interest was the finding of James Coleman (1966) that the achievement of lower SES children was greater in settings in which such children were mixed with a majority of middle-class children. Considerable research on characteristics of children of different SES backgrounds reveals why this should be the case: in the area of language development, researchers have found that aspects of phonology, vocabulary, and sentence structure are more advanced for children of upper socioeconomic status than for children of lower socioeconomic status; in the area of communication, several authors have indicated that the number and kinds of perspectives utilized in communicating and the style of communication vary as a function of socioeconomic status; and, perhaps most important of all, there is fairly consistent evidence that higher SES is associated with greater achievement motivation (See Hess, 1970, Vol. 2, pp. 457-557), for a comprehensive review of research on these variables.) In effect, middle class children are generally more likely to have the verbal and conceptual skills and the motivations which enable them to succeed more than lower SES children in those areas of activity upon which our society places highest value.

At the same time, lower SES children have been found to have attributes which middle class children could profitably model. While it would not be correct to completely accept the view that lower SES children are "better adjusted" than those of the middle class, several investigators have found that lower SES children tend to be less subject to the excessive guilt, repressed hostility, and driving anxiety of their middle class counterparts. (Davis & Havighurst, 1946, Clausen and Williams, 1963; D. Miller and Swanson, 1960; Zigler and Phillips, 1960). An interesting experiment which demonstrates this point is that of Alper, Blane, and Abrams (1955), in which middle and lower SES children were presented with the opportunity to finger-paint. As predicted, the middle-class children showed a lower tolerance for getting dirty, for staying dirty, and for the products they produced while dirty; their training in neatness and orderliness had apparently inhibited their ability to take pleasure in a creative--but messy--activity. The spontaneity and emotional expressiveness of lower SES Mexican-American children has been suggested by Dr. Lois Murphy as an attribute which middle-class children should be offered as a model, and many expert observers have pointed to the earlier independence and physical courage demonstrated by lower, as compared to middle, SES children.

Experiments designed to assess the effects of mixing children of different socioeconomic backgrounds have, unfortunately, tended to measure only the improvement on various dimensions of the poorer children. That such improvements do occur is well-documented. Boger, et al (1969) tested the hypothesis that disadvantaged children learn more from interaction with advantaged children in Head Start classrooms than when grouped with other disadvantaged children. Variables measured in this study were cognition, socialization, and language skills. The results indicated that the intellectual achievement, task persistence, verbal skills, and self concept of the disadvantaged children improved in the mixed classroom setting. In a similar study, Henderson (1969) mixed disadvantaged Mexican-American children with middle class Anglo peers, and found that the Mexican-American children made greater intellectual gains than similar children in no program or in Head Start.

We are only now beginning to document the beneficial effects of socioeconomic mixing on the development of middle class children. Platoff (1966) reports that the integration of equal numbers of disadvantaged and advantaged children in a three month preschool experience resulted in all children making some gains in scores on Stanford-Binet, Columbia Test of Mental Maturity, and Peabody Picture Vocabulary Tests. Ongoing research now being sponsored by the Office of Child Development explores the ratio of economic mix that is most beneficial to both groups of children; e.g., Dr. Clyde Reese is now conducting a study in rural Arkansas in which 90/10, 75/25, and 50/50 ratios of lower to middle SES children are being tested in order to determine what is most beneficial for the development of cognitive skills, communication

skills, and social awareness in preschool children. Dr. Mary Burton is investigating the effects of socioeconomic mix of children on parent participation in the preschool and in the family situation. Results of these studies should be available late this year.

Of paramount importance to any discussion of the effects of mixing unlike children, however, should be not the acquisition of particular skills or traits one from the other, but the development of respect for cultural variation and a tolerance for individual differences. There can be little question but that our whole society suffers from the racial, ethnic, and socioeconomic cleavages which are so pervasive among its adult members.

Hartup (1970) reports that the norms which determine "in" and "out" groups are much less obvious and pervasive in young children's peer groups than in groups of older children. Similarly, Stevenson and Stevenson (1960), McCandless and Hoyt (1961), Campbell and Yarrow (1958), and Lambert and Taguchi (1956) report no strong rejection of children of unlike race among integrated groups of preschool children; such rejection is prevalent among older children. It cannot be asserted that early exposure to different kinds of children in a preschool setting will bring about permanent innoculation against irrational and destructive social prejudices; a broad array of efforts will be required to bring about the kind of changes we desire. It can be said with some confidence, however, that our society will have a better chance of achieving social harmony if we begin by bringing our youngest members together.

The Office of Child Development has commissioned a complete analysis of research on the subject of SES mixing of young children, which shall be forwarded to you as soon as it is available. References for this section are attached.

With respect to foreign experience with child development and day care programs, there are many programs of material interest to the United States now being conducted in European countries. Of course, as is the case in the United States, greater differences exist within each of the countries than between the best examples of each country. Yet differences in national commitment, method of financing, staffing, staff training, supervision, methodology, etc., merit consideration as a basis for the determination of the kind of programs which we would want to develop. The following list attempts to highlight the particular aspects of programs in various countries which have unusual interest or merit, in full recognition that philosophy or ideology, social structure, and other vital factors may make comparison, rather than adoption, our main thrust.

1. The Soviet Union or Czechoslovakia. An "Iron Curtain" country with a fully developed preschool program merits study. Soviet expenditures

for such programs, as estimated by Dr. Urie Bronfenbrenner, are equal to the amount spent on their space program. In Czechoslovakia, where the program is financed by a tax on all families with children, there is, as in the U.S.S.R., an emphasis on group norms and training geared to specific stages of development. Training in these countries begins at very early ages, i.e., approximately ten months.

Poland has a program known as the "zlobek tygodniowy" or weekly nursery, which has particular relevance to deprived children. As the name implies, children reside in the centers during the week and then return to their homes for the weekend. This sort of program is especially useful where a child's housing situation is less than adequate, or there is concern for his welfare due to a large number of children in the family. Of particular interest, also in Poland, is a housing structure consisting of houses built in a square, with four entrances to the surrounding streets and an open area inside. These complexes are physically built to operate as small sub-communities, as housing and child care are both involved. The open area on the inside of the block has play fields and equipment, day care programs, etc. Thus the hazards of children crossing streets, going away from their homes, etc., are virtually eliminated.

2. France's infant nurseries and preschools both rate consideration. There is a very high percentage of children in the preschool system and somewhat less in the nurseries. Neighborhood family day care is also used. The Socialist countries have the best developed curriculums for young children, but outside of this group, France has what many feel is the strongest. The French occupation of "caretaker" also merits special consideration in relation to staffing of programs in our country.

3. A comparison of the English Infant Schools discussed at some length Charles Silberman's Crisis in the Classroom, with our preschool child development programs would be valuable.

4. Denmark is perhaps the most notable of the Scandinavian countries in the area of programs for young children. The Danes have a broad, locally based, extensive preschool program. It is government supported, with guidelines set up by the central government and administration carried out at the municipal level. The programs stress individuality and involve extensive family participation. Sweden has a similar but less expensive program. The child-care centers in both countries are impressive in their design and overall beauty and, with few exceptions, are well equipped and have capable staffing. Compared with the Socialist countries, the emphasis on curriculum is not strong.

5. Israel is notable as a picture of commitment to children, and although our social settings differ, a variety of aspects in the Israeli system are relevant to our program concerns.

6. Other particularly excellent centers we have identified include: Loczi, the National Methodological Institute for Infant Care in Budapest, and the Metera Baby Center in Athens, both of which are exemplary institutions.

We will send you, in the near future, more extensive descriptive and comparative material on child-care programs abroad, including bibliographic references.

I appreciate this opportunity to be of assistance. Please do not hesitate to call on me if you have further questions.

Sincerely,

Edward Zigler
Director

Encl.

CHarmon, 5/17/71
cc:
DR. SALLY RYAN
reading
CLO
OS files

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Senator MONDALE. Now, let us turn for a moment, if we might, to the question of sponsorship. It is the feeling of the coalition which put together this bill and those of us who were working with them, that the heart of a healthy program is to be found in working with the parents and basing the thrust of the program from the beginning on the health of the family. That was far more important than what you might call, the thrust of forcing the mother out of the house to work. In order to do that it was necessary to share the control of these programs for comprehensive child care with local policy councils, elected by the parents and the community.

We had another reason, too, and one which I feel very strongly about. We have seen many, many examples of migrant programs, title I programs, Indian programs, bilingual and bicultural programs where outside paternalistic administrators have wasted a great deal of money and in many cases, profoundly offended people of different languages, and different cultures, different by sterile kinds of remote administration. Especially where we are dealing with what really ought to be the most sacred institution in American life—the family—we have to be awfully careful about how we intrude and be awfully certain that we help in a way in which these families think that they most need, not what some bureaucrat thinks they need.

For that reason, we really built on the community based Headstart approach and strengthened it. Now, your approach, in effect, makes the key element in the program, the States.

Forgive me for starting with the best example, but what will John Bell Williams approve in Jackson, Miss., do you think, for the poor black children of that State?

Mr KURZMAN. I can't speculate on what any one State will do, but I think our proposal, our notion here, is to arrive at the same endpoint that yours would. But, our feeling is that there is only one way we can achieve that goal and that is to have a limited number of sponsors who are very carefully supervised in meeting the minimum standards.

Those would be, of course, the title VI of the Civil Rights Act requirements of nondiscrimination. But there would be more than that, and we specified in our legislative specifications what they would be, what the major assurances would be. We have referred already to the standards of quality that would have to be adhered to. Our notion on this, Mr. Chairman, as I have said earlier, is that there would be a great multiplicity, we think, in the range of 10,000 to 40,000 individual applicants. Running from neighborhood groups to community action-type agencies, as in the case of Headstart, to city-wide agencies, all sorts of groups, even private, nonprofit groups, would be the applicants to the prime sponsors that we envision receiving Federal funds in the first instance.

Our concern is primarily that there be parent participation at the policy level of the prime sponsor, whether it is a large city or a State, or as we discussed in the exchange with Senator Javits, a large county or some other subdivision.

Senator MONDALE. But as I understand your proposal the parents who participate would be selected by the Governor or big city mayor. Is that correct? He would pick the advisors that he wants to hear from, wouldn't he?

Mr. KURZMAN. We would put in the requirement, as one of the Federal requirements, that parents be representative of the population that is served. That would be one of the things we could monitor, if we were talking about 100 sponsors. We couldn't monitor if we were talking about 40,000 sponsors.

Senator MONDALE. Let us take Mississippi again, who picks the 25 percent of the parents who would be on the State council?

Mr. KURZMAN. The Governor would.

Senator MONDALE. John Bell Williams?

Mr. KURZMAN. He would have to do it so that he met the Federal standards.

Senator MONDALE. What does that mean? With regard to height, or something?

Mr. KURZMAN. No. The standard is that the parental participants be representative of the population served. Now, that is something that we could enforce and it is comparable to things we are enforcing all the time at the Federal level, but it is not possible to do that on a 40,000 unit basis.

Senator MONDALE. Well, you think that assures parental responsiveness?

Mr. KURZMAN. We have another point that we made on the testimony we also feel that parents should participate in the operational programs, particularly in the learning activities on a day-to-day basis in the center. That is the goal which——

Senator MONDALE. What I am concerned about is that we learn something from the parents, too, not just that we teach them something. I think all of these programs suffer from, at least in my opinion, an erroneous but traditional assumption that parents and particularly the poor parents don't know anything. In fact, it has been my impression that they not only know more about their children but are more deeply committed to their development than any outsider could possibly be.

Yet, we seem so reluctant to give them anything to say about it. When we intervene into something as sacred and sensitive as the family, shouldn't we be awfully careful that we do it in a way that supports them and strengthens them, rather than imposes our notions on them?

Mr. KURZMAN. I think we are imposing the notion of parental participation in the administration of the programs. To specify that every group must run a day care center in precisely this way, with just so many parents and just so many other people and just such a certain type of council that may participate in this decision and that decision, as a Federal requirement for every one of tens of thousands of day care centers all around the country, that just doesn't seem reasonable to us.

Senator MONDALE. Why do we have to worry about it? This is what I am trying to get across. Consider some examples. The BIA, in response to our plea that there be elected school boards with real power, set up the same kind of arrangement you are suggesting. They set up advisory committees to advise the local bureaucrat who ran the school. I happened to come in to one of those meetings and I happened to see the agenda that he had set up for the committee that he had picked. The key point was whether dogs should be permitted on the playground.

Look at the emergency school assistance program designed to assist desegregation. Money was spent in support of segregation many times and there was reluctance to set up the biracial committees that were required. Or consider the Indian education program, the title I program, the Johnson-O'Malley funds, the migrant programs. It seems to be there has been an enormous reluctance on the part of many of us to permit the families in the communities we claim that we wish to help, to have anything meaningful to say about these programs. That is where they often break down.

Dr. ZIGLER. Senator, if I could speak to that? Certainly, the administration is concerned about having programs that are responsive to consumers, no question about that. The question is, the vehicle, the instrumentality by which you accomplish this. Certainly through the Headstart program we have demonstrated that the Federal Government can indeed find a voice for parents in a Federal program of this sort.

Senator MONDALE. Right.

Dr. ZIGLER. However, we have learned from Headstart that what we want is a program that guarantees meaningful involvement of parents. I have very serious reservations about the local policy councils, not because I have any question about the philosophy that you voiced, in fact I take pride in being one of the molders of parent participation concepts in this country but it is one thing to have parent participation in a program, have a voice, be involved, saying, this is your program, one that is responsive to your needs. It is another thing to set up local policy councils with elections. What is now happening around the country, I am afraid is such that what you are going to see is local policy councils, each with their staff, each costing money, fractionating neighborhoods. Who has really got the power? Who are the real parents?

We are already having this problem in Headstart and I think that it behooves all of us, the administration and congressional leaders who are concerned about the parent involvement aspects of things, to come up with a program that is truly workable, that is sensitive.

Senator MONDALE. That is right, and that is what we are trying to accomplish with this proposal.

Dr. ZIGLER. If it is done through this kind of a unit with local policy councils, each electing, getting elected and electing one member to a child development council, some States that could be a child development council of several hundred elected people. I just can't see that is the way to develop this kind of a program in this country. I just don't think it is workable, frankly.

Senator MONDALE. Well, it seems to me that what we have on one hand, is a proposal to proceed with local elections and with sharing control with the community the difficulties that it will have. On the other hand, we have the typical bureaucratic approach which has failed time and time again and which, in this case, intervenes in the most sacred institution of American life, the family.

We have had, I think, a great deal of experience here which demonstrates the danger of that kind of approach. If there is another plan, I would like to hear it, but I haven't heard about it as an alternative.

Mr. KURZMAN. I would think, Senator, that the child development councils that we are talking about as arms of the prime sponsor, would set the standards in that prime sponsorship for parent participation,

and would set it in such a way that it would meet the local conditions and the local experience and history with the agencies involved.

Senator MONDALE. Do you think that the Department of Labor is the Department to head up a comprehensive child development program? Is there anything that they know over there that is so good? I would feel a lot better if we let the Secretary of HEW run it, with the help of the Office of Child Development and sensitive leaders like Zigler.

Mr. KURZMAN. I don't think that is what we are proposing, Senator. What we have in mind is the purchase of child care services by the Labor Department, primarily from HEW-sponsored sources.

Senator MONDALE. Who would establish, who would enforce, who would require the minimum guidelines under H.R. 1? Would that be the Office of Child Development?

Mr. KURZMAN. Yes, the proposal embodied in these legislative specs is that HEW will set the standards for a day care center. As I said before, funding is by whatever source.

Senator MONDALE. Who sets them now?

Mr. KURZMAN. HEW does now.

Senator MONDALE. The Office of Child Development?

Mr. KURZMAN. That is correct.

Senator MONDALE. Do they set standards for title IV day care centers?

Dr. ZIGLER. The problem is that the title IV day care centers were in existence long before OCD came upon the scene. We do have an opportunity with new centers, however, under H.R. 1, to lay the groundwork before any child can enter a center.

Senator MONDALE. Would those apply retroactively then, to existing centers under H.R. 1?

Dr. ZIGLER. I would assume that they would. As I say, the problem isn't a problem of having to set a standard and having a set of centers. The problem is how to have them abide by them—to enforce them and monitor them. This is the problem.

Senator MONDALE. There is a great deal of confidence here in OCD. We feel that not only in Dr. Zigler but also in the office itself there is real commitment to children. There is also a very impressive operation at NICHD.

Mr. KURZMAN. The National Institute of Child Health and Human Development.

Senator MONDALE. We also feel that this office has provided a good deal of help to the committee. It seems to me if there is going to be a child centered program, it better be run by a child concerned agency. I am deeply concerned that OCD might first of all, lose its place in this new Government reorganization that has been proposed and second, that in the administration of these new funds, the control would slip out from under the control of such an agency into agencies that are primarily concerned about labor statistics. Do you think that that fear is groundless or what?

Mr. KURZMAN. I think it is groundless, Senator. The plans for the new Department of Human Resources include a prominent position for the Office of Child Development.

Senator MONDALE. A few years ago, and you made reference to this, President Nixon said that we should make a national commitment to provide all American children with an opportunity for healthful and stimulating development during the first 5 years of life. I publicly commended the President on that. I happen to believe that one of the

most disastrous inadequacies of American life today is to fail to do that. I think it would compound the tragedy if we began a national so-called, day care program, that simply provided cold custodial treatment of children, ignored their human and developmental needs and once again forgot the children of American society.

I am still deeply concerned that H.R. 1 will not serve that need. I would like to develop an amendment, hopefully with bipartisan support, to build into H.R. 1 the minimum standards so that we are certain it had to be developmental and supportive.

I would like to see a massive new expenditure of funds in this whole area of child development. I mean, the figures that we have all seen are that even if it works out the way that you wish, it will meet only a very small percentage of the need. I was told somewhere that the Russians spend the equivalent of their space budget on their children—on child development. I would settle for that. That would be three and a half billion dollars. As a matter of fact, I would support a larger space budget, if we could ride in tandem.

I am not being critical of the two new witnesses here today because I know of your commitment in this field, but I still think that we are an awfully long way from the mark. I hope that we can come up with a national, comprehensive preschool developmental program which will help fill this void. It was not only the judgment of that White House Conference on Children that that should be the No. 1 objective, but the Joint Commission on Mental Health said the same thing. It seems to me that the time has come to really move in this area.

This concludes the hearing for today.

(The prepared statement of Mr. Kurzman and other pertinent material supplied for the record follow:)

PREPARED STATEMENT OF STEPHEN KURZMAN, ASSISTANT SECRETARY FOR LEGISLATION, DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE

Mr. Chairman, members of the committee, I am pleased to be here to present the position of the Department of Health, Education, and Welfare in regard to child development legislation. Accompanying me is Dr. Edward Zigler, Director of the Office of Child Development.

The Administration shares the deep concern of this Subcommittee, and its counterpart in the House, with the health, development and general well-being of our nation's children. We are cognizant of the bipartisan effort that has been expended in the creation of proposed child care legislation and the Administration, too, is of the opinion that the lives of our children should never become a political issue

The President, early in his Administration, eloquently voiced the concerns of all Americans that their children have every opportunity for growth and development. He pointed to the special importance of the early years of life and stated: "So crucial is the matter of early growth that we must make a national commitment to providing all American children an opportunity for healthful and stimulating development during the first 5 years of life."

In keeping with this commitment, the Administration has made a strong pledge to expand day care and child development services. The anticipated budget for such services in FY 1973 will be $1.2 billion, approximately double the amount expended in the current fiscal year. This $1.2 billion will include funds for day care and other child development activities under H.R. 1, the Head Start Authority, Title IV of the Social Security Act, and certain provisions of the Economic Opportunity Act.

It is in this context that we come before this Subcommittee with a set of proposals which we feel constitute the most effective and realistic new initiative that can be mounted to serve the nation's children, a goal which the Administration shares with the members of this Subcommittee. We have presented a list of specifications to the members of this Subcommittee which represent the fundamental elements of a new legislative plan establishing coordinated child care and development services.

In our opinion, the purposes of any new legislative thrust in this area should be:

(1) to consolidate and coordinate Federal day care and child development programs

(2) to assist in the development of a primary system for the delivery of day care and child development services under such programs; and

(3) to establish two principal targets for the provision of services under such programs, namely, the provision of day care services for children of low-income working families and the provision of child development services for children regardless of the work status of their parents, to the extent permitted by budgetary resources and with priority to economically disadvantaged children.

At a time when numerous Federal efforts are directed toward providing children's services, it makes considerable sense to consolidate similar services into one bill. It is also important to guarantee that the provisions of the bill make it possible to coordinate the consolidated programs with other existing programs and with new initiatives, especially the day care provisions in H.R. 1. In order to bring about the consolidation and coordination emphasized in our statement of purpose, the following statutes would be amended to repeal authority to operate day care programs:

Section 123(a)(6), Economic Opportunity Act.
Section 162(b), Economic Opportunity Act.
Section 222(a)(1), Economic Opportunity Act—Headstart.
Section V–B, Economic Opportunity Act.

Further, the Secretary would be required to coordinate Title 1, ESEA and Follow Through programs with the programs authorized under this Act and to insure that joint technical assistance efforts between OCD and OE are established. The Secreary would prescribe regulations and make arrangements as necessary to insure that suitable child development programs under our proposal would be available to children receiving aid or services under Titles IV–A and B of the Social Security Act.

It is the Administration's view that a delivery system for day care and child development services should be established which could be employed for both the consolidated services contained in this legislative proposal and those anticipated under H.R. 1. The delivery system we propose would utilize prime sponsors as the primary vehicle for Federal funding of such programs.

Those eligible for prime sponsorship would be the general purpose government of any state, of any city with population in excess of 500,000, and any Federally recognized Indian reservation. The chief executive of a prime sponsorship area would designate the agency responsible for program operation and would also establish a Child Development Council. The Child Development Council membership would be appointed by the chief executive, with the requirement that no less than 25 percent would be parents representative of the population served. The agency designated by the chief executive, in cooperation with the Child Development Council, would develop a prime sponsor plan for children's services. This process shall insure integrated delivery of services to children by coordinating the planning of services provided under our proposal and those provided under other authorities assisting children and their families.

We would like to make clear that our proposal addresses the *planning* and *administration* of children's programs by state and large city general purpose government. It is our intention that actual operation of programs in a given community will be conducted by a broad range of public and private agencies which may apply for funding under the prime sponsor plan. On the other hand, it is also our intention that parents be encouraged to participate as much as possible in children's learning activities in the local centers.

With respect to planning and administrative functions, we propose that prime sponsors shall receive from the Federal Government:

(a) planning grants, funds for resource creation, and, for no longer than a 24-month period, grants for operating expenses of child care and development programs; and

(b) funds through vendor payments for longer term operating and capital expenses.

The rationale for selecting a state and large city prime sponsor approach rests upon our concern that children's programs be of the highest quality. Programs of optimal quality will be achieved only in a delivery system that permits sound Federal management and one that promotes the utilization of already existing social services in behalf of children enrolled in the proposed programs.

On the basis of our Head Start experiences, we believe that the quality of services delivered to children depends in large part on the number of projects to be monitored by any one agency of government. Our Head Start experience has taught us the price children pay when the Federal government has responsibility for a greater number of programs than it can effectively administer. Head Start grants are made directly to local communities by the Federal Government, with the result that over 1,000 grantees must be monitored by the 10 regional offices of the Office of Child Development. The ability of these offices to monitor or provide technical assistance in a timely way is necessarily limited and program quality often suffers as a consequence.

Thus, we recommend that prime sponsors should be limited to units of General Purpose Government of states, cities with over 500,000 population or to Indian tribal organizations. This will build into the delivery system a limited number of prime grantees. Responsibility and accountability will reside in elected officials and consequently a government program will be located where it can be monitored effectively. The role, then, of Federal government will be that of assuring that State plans are adequate, that proper guidelines are being employed and enforced, and that programs are administered equitably and in the best interests of children.

Our proposed limitation of eligibility for prime sponsorship would not only enhance our ability to maintain high quality services to children, but it would also facilitate the maximum integration of all services to children and their families. Only the Governor of the chief executive officer of a large metropolitan area is in a position to coordinate all the social service resources at his command so that children are able to get the help they need with minimum difficulty. Unless this integration of services is planned for initially, it develops so haphazardly that great inefficiencies occur through duplications of effort or, worse, gaps in available services.

Our proposal makes every effort to guarantee that those children who need child care and developmental services most do indeed receive them. We therefore propose that while all children between ages 0–14 may be served, priority should be given to economically disadvantaged preschool children.

The economically disadvantaged would be defined as those whose annual family income is below the H.R. 1 "break-even" point—$4,320 for a family of four. Children from families above the H.R. 1 "break-even" point would be eligible to receive services on a fee basis with the fees on a sliding scale related to income and size of family

Our choice of this figure, as opposed to some higher figure for child care services at no cost, is predicated on our concern that every effort must be made to serve children from the most impoverished segment of our society before free services are provided to a more affluent stratum of the population. Attempting to provide free services on a large scale would outstrip all available resources, and, of greater importance, it would dangerously dilute the program's impact upon the poorest and most needy children.

At the same time, we do not wish to isolate these children from their peers. A limited universe of totally publicly funded slots will enable more youngsters to participate on a sliding fee basis and will ensure a better mix of children from various economic backgrounds. We should remember that families required to pay a partial fee will be charged only what they can reasonably afford. Thus, child development services will not be put out of their financial reach and as the program grows we would hope that increasingly higher-income level children would be able to participate. The result, then, would be the type of socioeconomic mix that would be beneficial to the development of all children.

The Administration's proposal anticipates the provision of day care services for children of low-income working families and the provision of child development services for children regardless of the work status of their parents.

Funding for services for children of low-income working families will be provided primarily through H.R. 1 and Title IV of the Social Security Act. Funding for child care services for children regardless of the work status of their parents will also be specifically authorized under this proposal, limited both by our budgetary resources and with priority to the economically disadvantaged. Funding for this latter category would be provided primarily through the proposed Act, incorporating Head Start and other Economic Opportunity Act day funding.

If we are to provide more than minimal care for young children in Federally-supported programs, we must not expand services more rapidly than the system can accommodate. We therefore propose that the authorized funds not exceed the

amounts already budgeted for H.R. 1, Title IV of the Social Security Act, Head Start and other Economic Opportunity Act child development and day care programs.

Mr. Chairman, I have briefly described the major features of the Administration's proposal for a new initiative in the child care area. We have also developed specific proposals concerning such issues as the Federal share of funding for children's services, responsibility for grant administration under other authorities, construction and renovation of facilities, training, services to Federal employees, research, evaluation and technical assistance, and Federal standards for the group care of children. Our proposals on these issues have been transmitted to the Subcommittee as part of our legislative specifications.

We appreciate this opportunity to appear before you today, and we look forward to working with you in developing legislation which will best serve the needs of the nation's children.

STATEMENT OF RICHARD D. CONNER, DIRECTOR, PERSONNEL RESEARCH, SYSTEMS AND EMPLOYEE COMMUNICATIONS

INTRODUCTION

Control Data Corporation respectfully submits its response to the Sub-Committee on Children and Youth of the U.S. Senate Committee on Labor and Public Welfare in its deliberations concerning the proposed Comprehensive Child Development Act of 1971.

The purpose of our testimony is:

1. To emphasize the necessity of investigating what role industry should and will play in child development in the future.
2. To respectfully request that the legislation currently before this committee be made flexible enough so that industry is aggressively encouraged to experiment with child development in very direct ways.
3. To describe a program that Control Data has evolved that may serve as a model in discussing the subject of industry/community/government cooperation in establishing and conducting a child development program.

We first of all want to endorse the intent of your proposed legislation which emphasizes the importance of child development to our society and attempts to significantly expand the availability of child development. Your approach to this subject is laudable. Your committee has extensively drawn upon the results of child development research and experience which has become available in recent years and applied it through proposed legislative action to seek to accomplish the objective of more effectively developing our preschool youth—especially those that are disadvantaged or culturally distinct.

We want to present some ideas concerning child development that might prompt expanding the concept of this legislation so that industry is encouraged to play a larger role by providing more avenues of participation.

We first want to state that we have only a limited picture of the total child development scene—one gained through the experimentation with child development in solving industry related problems in the inner-city. Therefore, we do not intend to address ourselves to your entire bill. A word of background information concerning Control Data's experience in inner-city employment which led to an involvement in child care is appropriate at this point.

BACKGROUND OF CONTROL DATA'S INNER-CITY OPERATIONS

Control Data, a major manufacturer of computers and related equipment, has been actively engaged for several years in finding ways of employing individuals previously identified as unemployable or disadvantaged. In order to do this, our company has located manufacturing plants in ghetto or inner-city areas. This has been done to overcome the transportation barrier to employment of inner-city residents and to more easily determine and solve other problems encountered with adjustment to the world of work.

Disadvantaged individuals and particularly mothers on welfare represent a good source of employees for business and industry. Determining how to attract and retain this source of labor was a primary objective of Control Data in its decision to move major manufacturing establishments to the inner-cities.

It is also recognized that activities by industry to constructively change present institutional practices as they effect social problems are to everyone's benefit, including industry's, because in the longer run it strengthens the society and system on which our livelihood and way of life depend.

In establishing these inner-city facilities, traditional personnel practices have been altered and supportive services added to insure that the Corporation is going more than halfway in helping the "disadvantaged" adjust to the world of work. Services such as extensive skills training employee counseling, legal assistance, supervisory training and child care have proven themselves to be valuable assets in achieving the desired results. While extensive descriptions could be given for each of these supportive services, this testimony will focus upon the role of child care.

After careful evaluation of turnover and absenteeism data at Control Data's Northside Facility, it became apparent that the lack of adequate child care was a significant contribution to employee turnover, accounting for nearly 40% of all female terminations. Since the Near North Side of Minneapolis, as a community, was in extremely short supply of adequate child care facilities, it was decided that the solution would have to come from within the company.

CONTROL DATA'S DAY CARE PROGRAM

In early 1969, the Corporation launched an extensive effort to investigate the industry operated centers existing in the United States at that time. Many centers in all parts of the country were personally visited. The knowledge gained was applied to the design, establishment, and operation of a child development center in the North Side area of Minneapolis, Minnesota. This center has been in operation for nearly one year. It serves Control Data employees that work at our Northside manufacturing facility.

During the past year of operation, we have become increasingly aware of the need for child development and its importance relating to women gaining and retaining meaningful work. Availability of child development services to element in her first attempts to improving her condition and status. As a result of our experience, we began several months ago to look for a means to increase the impact of our present program on the total community. The needs of the Near North Side of Minneapolis might serve as a micro-model of child development needs in localities throughout the country.

Need and Rationale for Day Care in North Minneapolis

A simple supply-demand model can best explain the need for day care in North Minneapolis. Supply—as of December, 1970 full-day day care capacity on the North Side (Pilot City Area) of Minneapolis was 230 slots. Demand—among Pilot City *AFDC families alone* there were approximately 2150 children infant to six years.

A recent study by Dr. Perry Levinson of HEW indicated the important role of day care in employing AFDC women. Dr. Levinson describes the employability of AFDC women using two concepts: 1) Employment potential, i.e., background conditions of employment such as level of education and past job experience; 2) Employment barriers, i.e., poor health, lack of day care, etc. For both groups (high and low employment potential) "the first ranking impediment was having children under 8 years old at home and the second was the poor quality or lack of day care facilities." Dr. Levinson concludes: "Though the employment potential of AFDC women markedly improved between 1961 and 1968, the high employment group had to face just as many, if not more, barriers to employment."[1]

If Dr. Levinson's findings are applied to the situation in North Minneapolis, 50% of the 2263 AFDC adults or 1132 people have a high employment potential but are prevented from seeking or retaining employment because of inadequate or unavailable day care. It is clear that before these individuals can respond to new job opportunities, significant employment barriers such as lack of day care must be removed.

Availability of Jobs for Welfare Mothers

A chronic shortage of applicants for jobs which welfare mothers, who desire to work and can easily be trained exists in the central business district of Minneapolis. This source of entry-level jobs is within easy transportation of the Near

[1] "How Employable Are AFDC Women", Dr. Perry Levinson, *Welfare in Review*, July–August, 1970, pp. 12–16.

North Side. The jobs available are excellent and can lead to career opportunities for individuals who decide to remain at work for several years. These jobs exist in utilities, banks, department stores, etc.

The scarcity of labor in the downtown Minneapolis business district has existed for several years and is caused by the movement of the traditionally more employable individuals to the suburbs and the creation of large manufacturing facilities and business offices on the fringe of the city to attract people to the suburbs.

Firms located in the central business district of Minneapolis are close enough to the Near North Side so that transportation is not a problem. The other major barrier to employment, lack of adequate child development services, remains.

Firms in the central business district face two alternatives in obtaining their need for labor.

1. Move to the suburbs and compete for labor there.
2. Recruit from new sources nearby, such as the culturally distinct—disadvantaged—those who presently face barriers to employment but wish to be employed.

Given the investment in buildings and equipment of major firms in the central business district, coupled with the other advantages of being located in this area, the second alternative has to be the one most firms choose. Child development services, then, are a necessary ingredient and an economically feasible means for opening up job opportunities in the central business district for welfare mothers from the Near North Side of Minneapolis.

The proposed program we have developed matches the needs of employers for new sources of labor with the needs of inner-city residents for meaningful employment accompanied by adequate child development.

PROPOSED NORTHSIDE CHILD DEVELOPMENT CONSORTIUM

Several major firms located in the central business district of Minneapolis have joined forces with Control Data to form a consortium to operate a child development demonstration project. The business firms will provide local matching funds which will be matched by Title-IV A funds of the Social Security Act to support the operation of the Center. In taking this action, the firms are making a commitment to hire and train disadvantaged individuals who might not otherwise be able to seek employment.

The Purpose of this Child Care Program

To determine if the availability of adequate day care provides significant positive advantages to industry without adverse effects upon profitability.

A. To demonstrate the catalytic effects of day care upon the development of an inner-city labor market.

B. To demonstrate the degree of improvement in turnover, absenteeism, and productivity caused by the introduction of day care services and the cost effectiveness which accompanies that improvement.

To enable industry to offer training and employment to families who, without child care arrangements, might have to subsist at a poverty level.

To serve as a model of effective cooperation between industry, government and community resources.

To demonstrate the impact of an extensive child development program for children ages three months to twelve years upon employed parents and the children themselves.

To free parents for employment or educational opportunities and relieve them of worries associated with untrained and/or unreliable babysitters.

To provide children the opportunity for educational experiences and emotional, social and physical development under the guidance of trained personnel.

To offer children individual care, attention, affection, Safety, and health services.

To enrich children's lives, helping each to realize their potential.

To increase employment opportunities in disadvantaged areas by recruiting and training individuals for careers in early childhood education.

Scope of the Program

In order to develop a practical and meaningful system of industry related day care, adequate services must be provided for children of all age ranges—infants, preschoolers, and elementary students. Generally, no one family is made up of only

infants or only preschoolers or only elementary students; therefore, the working mother is often forced to make different arrangements for each child in the family. For example, the baby goes to the sitter, the preschooler goes to a day care center, and the elementary student is left at home to get his or her own breakfast before going off to school. These arrangements are not only impractical and unsafe but cause the working mother to spend a great amount of unnecessary time transporting children before and after her work day.

The answer to this dilemma is *total day care services.* Total day care service involves three complete programs housed in one central location to serve infants, preschoolers and elementary children. This concept is not only more conventient and economical for working parents, but also provides continuity in the child's development. Anything short of this full range of services may cause an servere interruption in a working mother's employment career and her child's educational and social development.

The educational program for the three age groups will be developed and implemented by professional consultants specializing in early childhood and elementary education. All staff members and volunteers will be trained to effectively carry out the goals and philosophy of the educational program.

Extent of Parent Participation and Education

A vital and necessary part of any child care program is that of parent participation and education. In the total day care plan a parent program would serve as a base for the parents involvement and education not only in center activities but also activities of the home and community.

The Board of Directors will consist of parent/employees whose children are enrolled in the Center as well as representatives from the sponsoring business firms.

The parent program would be coordinated by the Center Director. The Director would make suggestions and encourage the parents in their pursuits; however, the extent to which the parents become involved and the direction they take will rest with the group itself.

Some of the activities may include:

I. Parent Advisory Committee
II. Parent Education
    A. Parent-Child Relations
    B. Child Development
    C. Health, Hygiene and Nutrition
    D. Consumer Education
III. Community Involvement
IV. Classroom Participation and Observation
V. Parent Social and Recreational Activities

Parents may also participate in the Center's activities by being part-time employees or volunteers. This arrangement would be appropriate for parents who are enrolled in part-day training programs or as students at local colleges and universities. The majority of parents are very interested in the well-being and education of their children and should be encouraged to contribute and participate in the Center's operation.

Research and Evaluation Design

The effectiveness of the Northside Child Development Center will be measured in two ways. First, the effective of reliable total child care services upon the employment history of the childrens' mothers will be closely measured. Data will be obtained from each child's mother as well as the mother's employer in order to determine the impact of child care upon employee turnover, absenteeism and morale. The purpose of this phase of the research is to demonstrate that the cost of quality day care can be more than offset by benefits of reduction in an employer's turnover and absenteeism costs.

The other form of evaluation will focus upon measuring the effect of the child development curriculum upon each child's social, educational and physical development. Every curriculum area of each program will be based upon a series of measurable progression steps against which the progress of each child can be individually measured. This unique educational measurement system allows both staff and parents to be keenly aware of each child's strengths and weaknesses, thereby making it possible to tailor an individual program for the development of each child.

BASIC RECOMMENDATIONS FOR AMENDMENT OF LEGISLATION

First we must make it clear that our recommendations proposing industrial involvement have the development of the child as a primary interest. It is interested in freeing the mothers for work as a means to obtain more child development resources by increased usage of industrial resources. Getting the mothers into the labor force, which of course is of advantage to industry, will naturally follow.

We also would like to make a point which we are sure you have heard before, that unless some provision is made to improve the economic status of families of children living in poverty the expenditures you propose will have to be continued indefinitely.

You will note that the purposes cited for our recommendations are primarily evaluative, that is to say the project is designed to determine the pay off to industry, the working parent, the community and most important, the child. Those purposes associated with the child are the same as those of your proposed "National Center for Child Development"—establishing the basis for assessing and improving the quality of preschool education.

There is an additional component of research and development that we feel is necessary and has not been recognized sufficiently in your proposed legislation.

Our recommendations in a sense address themselves to the question you cited on Page 4, Column 1 of your proposed legislation: "The question before us today, therefore, is not whether we are going to have Federal involvement in day care, but rather how is it going to be structured and what kind of services we are going to provide for our children and their families." In order to do this, the role of major components of society, other than the government, must also be considered.

Industry, as a highly resourceful and large segment of society, should be aggresively encouraged to participate in the expansion of preschool education in the United States. This should not be done only through the traditional means of taxation, but also by a program designed to prove that providing child care is good business. Presently, business and industry do not recognize the advantage of child care in reducing turnover, absenteeism and tardiness costs. "Hard" data are needed to show that a rather complex positive relationship does exist between child care and reducing industry's personnel costs.

A major research and development effort is needed that will:

a. Bring companies in all kinds of business and in all major geographical areas into child care programs.

b. Determine the cost benefit of child care to industry over a significant period of time—at least two years.

c. Obtain the most efficient, least costly child care delivery system while assuring high quality child development programs.

d. Solve the problems of location of child development centers in relation to the residences of employees and the work place.

e. Explore consortium arrangements between several businesses, prime sponsors, local policy councels, etc.

f. Investigate the impact this will have on providing child care to children of the non-welfare mother. As Senator Mondale noted in his introduction of the bill, ". . . our new bill also expands services to include children from above the poverty level, especially children of working mothers and single parents. It provides the legislative framework for eventual universally available child development programs for all families who need and want them."

g. Determine feasibility of expanding into infant and latchkey care. The Senator further noted that "priority on preschool programs continues, but services will be expanded to include infant care and before and after school services for children in school . . .".

Such a program should be designed so that it will be set up immediately. It should be designed and coordinated by a group of governmental, industrial, labor, education, research, and parental representatives.

The program should have sufficient flexibility so that it can be as creative as possible. It would allow companies to experiment without committing themselves to permanent programs, should the program be found to be economically unfeasible.

Secondly, as soon as the R & D results are available, and assuming they are generally positive, an intense "marketing" effort should be launched by the "group" or "committee" coordinating this project in order to expand the participation of industry as a major resource in expanding the availability of child development.

Thirdly, it is our understanding that Title V–B of the 1964 Economic Opportunity Act contained legislation which would greatly expand the role of industry and labor in providing child care. However, Congress has failed to appropriate any money for Title V–B and no administrative apparatus has been established to implement it. While we are not familiar with the specifics of Title V–B, we recognize the merit in its intent and strongly urge that similar provisions be added to the Child Development Act of 1971 to provide an incentive for firms to become involved at least for a two-year period of research and development in industrial day care.

Finally, further proposed legislation based on the experience of this program would be developed as a result of this R & D effort.

RATIONALE FOR THE RECOMMENDATIONS

There seems to be a basic assumption underlying the current legislation before Congress and the direction in which national public policy is heading under the leadership of Congress and the President. It is that the entry level of children into formal education should be age 3 instead of age 5 or 6—because the ages 3–5 are the most formative years. The pay back to society will be extremely high in the form of increased creativity and reduced problems from these individuals when they become adults.

If this is the case, or even partially true to the extent that economically and culturally disadvantaged children are targeted, then the emphasis of legislation and executive action should be to muster all the resources necessary to provide education to the age 3–5 population in the U.S.

Theoretically, this could be done under the existing practices by legislation lowering mandatory educational entry level age and levying sufficient taxes to pay for the education. Practically, this cannot work under present allocation of national resources because the additional funds for such a large and costly undertaking are not available, to say nothing of the administrative and political barriers. To quote from your proposed legislation, Page 3, Column 5, ". . . Our states and cities are already being bankrupted by the cost of elementary and secondary education."

Until such time as national priorities and resources can be reordered to meet the objective of full participation in preschool education, legislative and executive action should be designed to obtain all the resources potentially available. Present proposed legislation provides federal money but requires local matching funds in most cases. The greatest resource from which these matching funds are available is industry. Additionally, matching funds might not be necessary if it could be proven to industry and business in general that it is to their advantage to pay for child development themselves. Industrial resources should be drawn into this area to the greatest extent possible.

Pump-priming expeditures on the part of government must be a part of the effort to get employees actively involved in child development programs. Present legislation has not succeeded in getting the industrial segment involved. It allows involvement from only the very few who have the perseverence and patience to explore the complex administrative and funding mechanisms which presently exist. The incentive under present mechanisms is certainly more negative than positive. To realistically gain industry's involvement, legislation should be designed to cause aggressive encouragement to interested industrial and business concerns who seek to establish child development programs.

If a suitable, flexible, administratively responsive and workable means is made available to industry to promote child care to welfare mothers who want to work, another major element of society will be drawn into the efforts to eliminate the problems of poverty.

Many more children will receive development and training experience, which will enhance their future capabilities as creative citizens, and the working welfare mother will reduce welfare costs now spent to support her. As a productive member of society she will provide goods or services for others to use. As her income rises, her increase savings or consumption will be both to her benefit and that of the general economy. Finally, increased income increases the tax base which can be effectively employed in further solving our social problems.

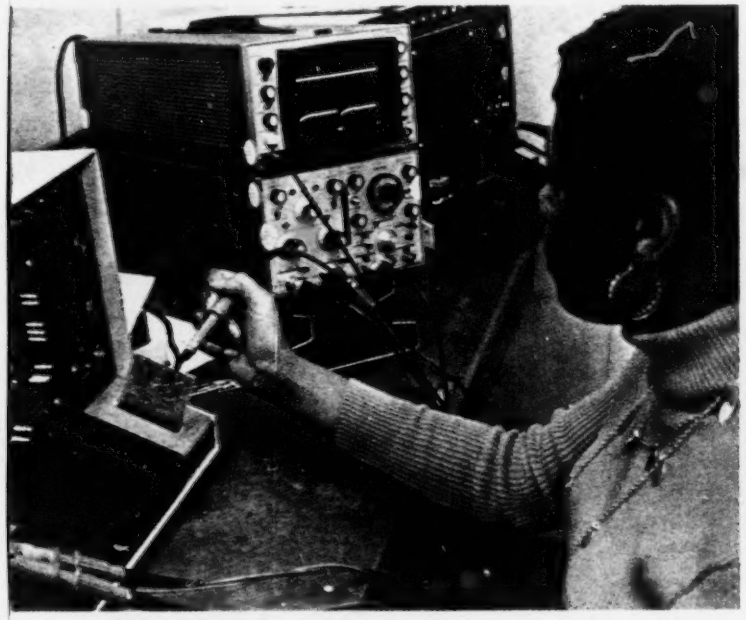
MANUFACTURING CAPABILITIES

Inner-City Operations of CONTROL DATA

Control Data's inner-city operations consist of two (2) related, but self-sustaining, manufacturing facilities engaged principally in the fabrication, assembly and test of electronic, mechanical, and electro-mechanical components and peripherals for computer systems. They have complete management organizations to support their manufacturing operations as well as the support of the full engineering and technical capability of Control Data Corporation.

The two facilities which are located in low-income areas are: Capitol Operations, which is a 32,000 square foot facility located in northeast Washington, D.C., and the newly constructed 90,000 square foot Northside Operations located in northeast Minneapolis, Minnesota.

These plants employ local residents who were previously unemployed or under-employed. These personnel have become skilled technicians through Control Data Corporation's formal classroom and on-the-job-training.



Functional testing of printed circuit cards

Taper pin insertion

Welding of panels

The manufacturing capabilities are organized by areas which can operate as a unified whole or independently to meet product requirements. Basic capabilities are as follows:

1. Sheet metal fabrication. All phases. Modern equipment. Close-tolerance fabrication and assembly of frames, chassis, consoles, racks and enclosures using raw materials up to 10 gauge steel, stainless steel and aluminum. Capabilities include shearing 10 ft. long sheets, punching to a 40 ton capacity, forming 10 ft. long sheets, drilling, gas, spot and arc welding, deburring, and grinding.
2. Chemical processing and painting. Includes bonderizing, anodizing, and iriditing prior to painting and complete capacity to supply textured and non-textured coatings in all colors per your specifications. Silk screening and other marking methods are available.
3. Wire preparation and cabling of solid and stranded wire, twisted pair and coax wires. Assembly and wiring of cables, connectors, harnesses, back panels and sub-assemblies.

Wiring checkout

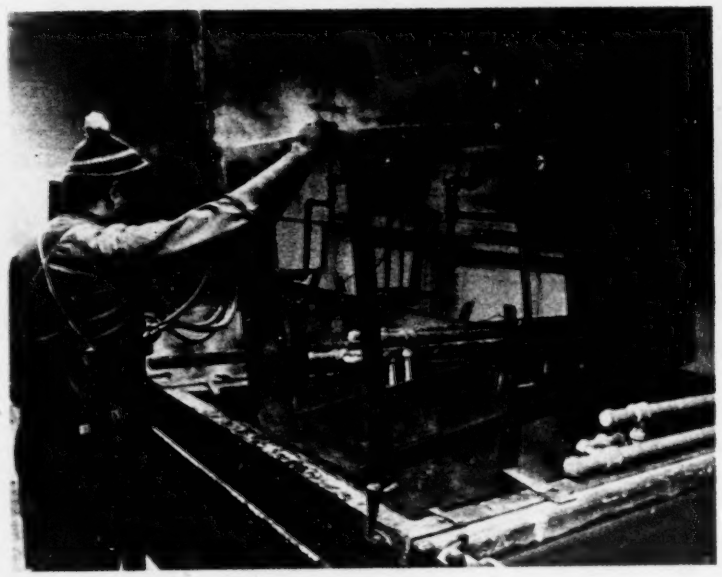
Sheet metal forming

Electrical mechanical subassembly

Includes potting, taper-pin wiring, wire-wrapping and solder connections with various manual and semi-automatic tools and machines.

4. Sub-assembly (electrical or mechanical) of such items as: power supplies, amplifiers, hydraulic pumps, electronic keyboards, test equipment, etc.
5. Printed circuit card assembly by experienced personnel using a variety of production aids, automatic lead forming equipment, flow-soldering and cleaning to insure quality boards.
6. Final assembly and adjustment of equipment.
7. Functional checkout and test by electronic technicians to guarantee conformity to functional specifications. Modern electronic test equipment, computers and precision mechanical measuring devices are utilized.

The inner-city facilities of Control Data Corporation are devoted to quality production in both prototype and production quantities. Facilities include



Chemical processing prior to painting

Termination of ribbon cabling

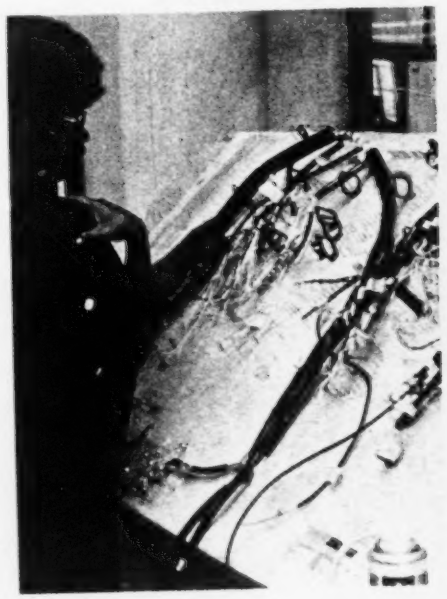
more than 120,000 square feet of modern building space staffed by skilled personnel. All manufacturing is subject to complete quality control in compliance with formal workmanship standards. Test and checkout capabilities exist to provide complete adherence to engineering specifications at all assembly levels. Support in all phases of procurement, material control, production control and manufacturing engineering is provided by experienced personnel sensitive to the requirements of schedule, cost, methods and quality.

Prototype or production quantities, your needs are important to us. For complete equipment and process capabilities and immediate customer attention, write or call:

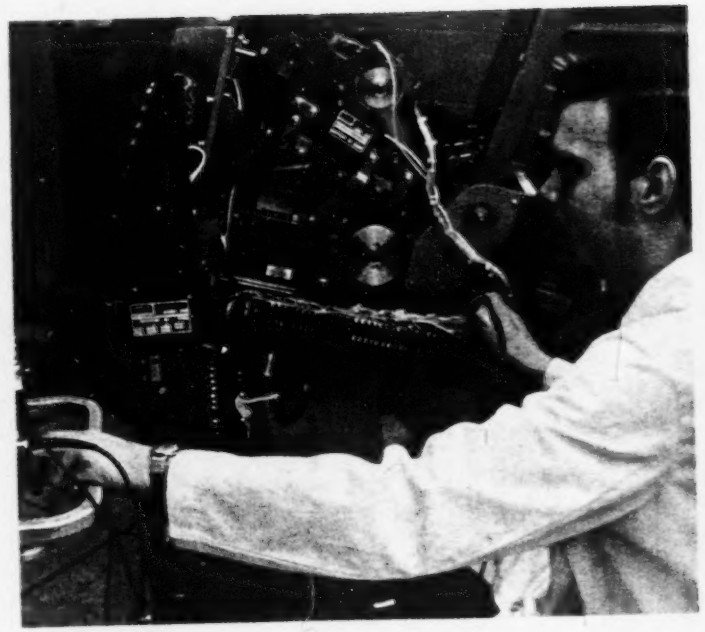
JAMES B. BARBOUR or
JAMES G. STRINGER

CONTROL DATA CORPORATION
8100 34th Avenue South
Minneapolis, Minnesota
55440

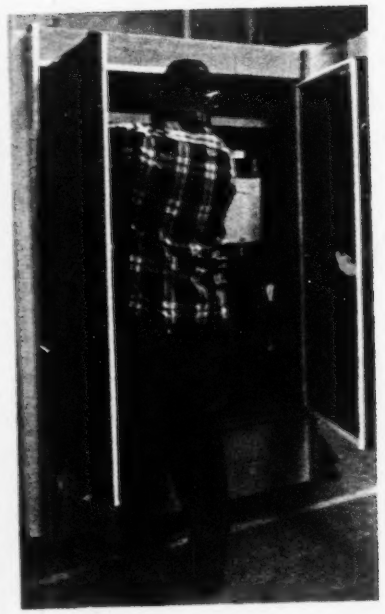
Telephone:
AC (612) 888-5555, Ext. 5851



Cable harness board



Precision adjustments to complex electro mechanical devices



Blocking for shipment

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CORPORATE HEADQUARTERS
8100 34TH AVENUE SOUTH, MINNEAPOLIS, MINNESOTA PHONE • 612-888-5555
MAILING ADDRESS • BOX O, MINNEAPOLIS, MINNESOTA 55440

CONTROL DATA
CORPORATION

June 15, 1971

The Honorable Walter F. Mondale
The United States Senate
Old Senate Office Building
Washington, D.C.

Dear Senator Mondale:

We recently met with Mr. Sid Johnson of your staff to describe Control Data's disadvantaged individuals. The topic that received the greatest attention in our conversation was that of preschool child development. This was a mutual topic of interest because you are currently sponsoring a child development act in Congress and Control Data is expanding its program of Industrial Child Development.

Mr. Johnson requested that we prepare some remarks regarding our experience with child development addressed specifically to your proposed Comprehensive Child Development Act. Although final hearings on this subject have been closed, our remarks are in the form of testimony so that they may be used in publications on the results of the hearings, should you so desire.

Also attached is testimony that was made on the "Brademas Bill", which was made last year by W. E. English, Manager of Control Data's Corporate Equal Employment Opportunity Department.

Other material that might be of interest to you is also attached. It includes our proposal for a Comprehensive Industrial Child Development demonstration project and material describing our Northside (Minneapolis), Selby (St. Paul), and Capital (Washington, D.C.) manufacturing facilities.

If you should desire further information or comments regarding preschool child development, we would be more than happy to provide it. Should you or any members of your staff desire to visit our Northside Child Development Center, we would be very happy to make suitable arrangements.

Sincerely,

Richard D. Conner

Richard D. Conner, Director
Personnel Research, Systems
and Employee Communications

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PLS

TESTIMONY BEFORE THE

COMMITTEE ON EDUCATION AND LABOR

SELECT SUB-COMMITTEE OF LABOR

U. S. HOUSE OF REPRESENTATIVES

April 30, 1970

STATEMENT OF

W. E. English

Mr. Chairman and Members of the Committee:

We wish to thank you for the invitation and opportunity of appearing before this Committee to express the views of Control Data Corporation on this critically important legislation. My name is William E. English and I am Manager of E.E.O. of Control Data Corporation, a major Computer Manufacturer headquartered in Minneapolis, Minnesota, who in the last several years, has had a major emphasis in the employment of the disadvantaged in its employment and staffing programs.

Control Data all too recently learned, in its efforts to hire and train the economically disadvantaged, that the lack of meaningful legislation was part of the force that operated against the employment of this group by a Company like Control Data. In fact, our Company has observed a direct correlation between the successful employment, training, and retention of disadvantaged individuals, and the ability of existing legislation to provide adequate governmental support. We believe it is in order at this point to give a brief history of Control Data Corporation's involvement in hiring the economically disadvantaged to support the aforementioned contention.

In 1967, Control Data opened the first of its manufacturing facilities located in a core city ghetto specifically to hire and train the hard core unemployed. This was Control Data's first direct attempt to match a depressed community's need for jobs with the Corporation's need for plant expansion and added manpower.

Hiring for this particular facility, located in North Minneapolis, required a new employment philosophy for Control Data; in that, the only criteria for hiring was the individual's need for a job. In addition, once the hiring was underway, it required the establishment and maintenance of several services to individual employees not present in other Control Data Plants. Counselors, legal assistance, special training, transportation, bail and

hand money, loans, and most recently, day care.

Today, over 400 individuals working in this facility have been trained in a wide range of electronic assembly and production skills. Of these, 54% are black, 4% Indian-American, and the remaining 42% are white. This proportion approximates the ethnic make-up of the depressed community that surrounds the plant.

Due to the success of the Minneapolis inner city facility in meeting its dual set of business and people objectives, Control Data has three more plants in depressed areas. The second plant opened in Washington, D. C. in March 1969. Objectives and philosophy identical to the Minneapolis Northside Plant were employed in opening the Washington facility. The Washington plant will soon reach an employee population of over 100 so called hard core unemployed who have been trained in a wide range of skills of electronic assembly production. Of these employees, 95% are black.

A third plant was opened in Appalachia at Campton, Kentucky, in the summer of 1969. Again, the Corporation sought to match its expansion and manpower needs with a disadvantaged community's need of employment. Employment there has reached a level of 135. We are convinced that whenever expansion and manpower needs dictate additional manufacturing facilities, that we will have more of these plants.

We should add at this point that each of the plants we have mentioned are permanent, are building major computer equipment, and consequently are vital to the overall operation of the Corporation. In other words, they are not "stop gap plants".

In December of 1969, Control Data announced a plan to establish, on an experimental basis, an electronic sub-assembly plant in the inner city of St. Paul. With the exception of staff people, all production personnel for this operation would be hired as part-time employees. The idea for this experiment came when our Corporation was made aware of a critical need for employment on a part-time basis for many of St. Paul's disadvantaged citizens. The plant has since opened, and hiring preference was given to disadvantaged persons residing in the community who were, from a priority standpoint:

(1) Mothers who are heads of households, or who must supplement their family's income and who have school age children.

(2) High School students who need to assist in bringing income to the family unit in order to remain in school.

(3) Technical School and College students who must pay for their own education.

Because of the unique nature of these plants in its employment character, we found ourselves dealing with Federal Manpower Programs. We have encountered sufficient frustration in attempts to get essential services needed to assure success for our disadvantaged employees, that we would like to share these frustrations with you here as you consider these bills.

We ought to make it clear at the onset that Control Data Corporation believes it has an obligation to participate in programs designed to dissolve such problems. In all of our involvement into these plants in manpower programs, we have not asked for or sought out federal assistance to cover those normal business expenditures; such as, financial assistance for Capital equipment, facility construction, and other normal expenses. Control Data Corporation believes that federal resources should only be used to cover those extraordinary training and supportive services that are vitally necessary to employ and retain the so called hard core disadvantaged individual. It has been in this context that we have reviewed most of the proposed legislation. Our experience in many of the areas mentioned above leads us to believe that out of the pending bills, the O'Hara Bill addresses itself to many of our concerns. While we feel that the O'Hara Bill potentially could provide the needed legislation, it falls short in areas that concern us greatly.

We should perhaps mention here that as a National Company doing business in many locations, we have a unique view of the coordinative complexities in duplication of efforts in Federal Manpower Programs. We would like to cite some of the specific problems that we encountered in our experience with the Manpower Programs.

1. "DAY CARE"
   (a) There are supposedly day care programs to support manpower efforts, but as a company, we have been unable to find the necessary day care needed to support our efforts.
   (b) When we have been able to locate some day care funds, as in the MA or JOBS '70 Programs, labor officials do not face them seriously. An example would be the following quote from a labor official. "Day care assumes female head of household employment". While this could be certainly true generally, it does not recognize the experience we as an employer have found, which essentially is that there are many female heads of households in disadvantaged communities.
2. Another problem has been the insufficient flexibility of the "reimburse by hire" approach that is the only one available at this time by labor.
3. There has been little or no funds available for experimentation or demonstration projects with industry.

4. The complexity of Federal Programs and resulting local coordinating problems, plus the duplication of effort.

The following represents those specific recommendations Control Data would like to see included in any new manpower legislation passed by the Congress. Our recommendations correspond to the problems listed above.

1. Assurance that any manpower program is coordinated with the child care legislation to assure adequate slots for child care for any industry getting involved in a manpower program. This should recognize the tremendous number of females who are already the heads of households, and should certainly recognize the needs for long term funding that will provide the time necessary for an individual to lift himself to a level to support these needs. It is going to require a very close look by the Congress as to whether or not there will be a continuing need for day care subsidy.

2. The need for flexibility in manpower programs must be addressed by the Congress. We must find ways to recognize that the need for supportive services will not vanish at the time disadvantaged employees complete their "skills and pre-vocational training". There must be ample time to allow for continued counseling and other supportive services to resolve the individual's other problems for a

period that may well exceed any time alloted for skills training.

3. We would recommend that there be demonstration funds earmarked for industries willing to experience with innovative approaches to employing the "disadvantaged". While previous Department of Labor MA Contracts have been of benefit to many industries, the concept is totally geared to industries supplying a limited number of unskilled minority and low-income people into their traditional labor force. By assurance of flexible funds by the allocation of experimental and demo stration monies, many industries would be encouraged to seek out creative new approaches to this problem.

4. We must recommend that there be careful coordination of manpower and other federal programs that are closely related. This would include the Child Care Programs, HEW Programs for income maintenance, and Office of Economic Opportunity Experimental Manpower Programs.

   At the local level, coordination by the State Employment Service is an obvious necessity with the maze of existing federal and state programs. This coordination could be addressed by the creation of the already pro-

posed State Manpower Advisory Board. We would specifically recommend that industries representation be included along with that of community agencies, disadvantaged individuals, representation from State Welfare Advisory Committee, and private and public manpower agencies. We would submit that they begin to obtain the local coordination and reduce great duplication that is now evident at local levels. Finally, there must be ways in wh_ch large national industries can contract directly with a regional or national manpower agency in order to reduce the bureaucracy that is often encountered in existing manpower programs.

ST. PAUL SUNDAY PIONEER PRESS, JUNE 6, 1971

Control Data Experiment Suceeds

By Don W. Larson
Business & Financial Editor

A unique experiment in St. Paul is paying off for Control Data Corp., Bloomington, officials admitted last week.

Although the experiment "to bring jobs to the people" nearly failed shortly after it started 18 months ago, the company changed its tactics and now terms the project a "huge success."

In February 1970 Control Data turned a former bowling alley on Selby Avenue near Oxford into an electronic sub-assembly plant.

The idea, strongly supported by Control Data President William Norris, was to open a factory in an area where residents normally have a tough time finding work.

The idea was fine, but no one expected the computer business to go downhill, which it did during last year's economic recession.

Because of the slump there wasn't enough work to keep the plant open. Instead of abandoning the project, however, Control Data decided to convert the computer assembly plant to a much more needed operation.

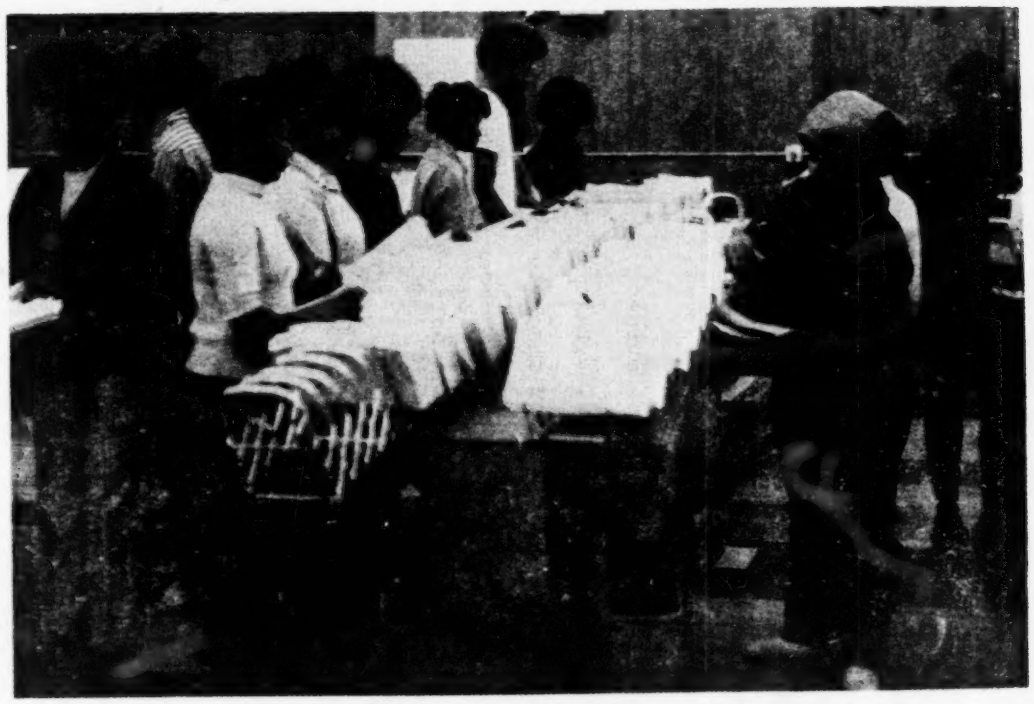
A spokesman said last week that "when the bottom fell out, Herb Trader (Control Data General manager of operating services) came up with the idea to convert to a bindery operation."

Control Data prints its own manuals for the computers it sells and the job of assembling all the pages and putting them into booklets has always presented a headache.

In April 1970 the company, keeping the same employes it had in the unsuccessful sub-assembly operation, converted to a bindery.

Starting with 20 workers, the new operation has steadily grown to where 60 people are now employed and the goal in the near future is to have 100 working there.

Richard M. Mangram, plant manager, said all of his unique work force have had to show an economic need for a job.



WORKERS AT CONTROL DATA'S SELBY AVENUE PLANT GATHER PAGES OF MANUAL
Pages Are Bound Together Into Instruction Booklet for Computers

V 8272

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Everyone works on a part-time basis. Thirty-five of the workers are mothers, many of them on welfare, who work from 9 a.m. to 2:30 p.m.

"This enables them to be home with the children before school starts and to be back home when school ends," Mangram pointed out.

MANGRAM

The other 25 workers are students—high school or college age—who work from 3 p.m. to 6 p.m.

All of the employes are paid about $2.40 an hour, but because they are part-time workers there are no fringe benefits.

Despite that, the list of applicants for jobs at the Control Data plant continues to grow. Mangram said he has more than 800 people on a waiting list for jobs.

Mangram is exceptionally pleased with the quality of his work force. Most of them have had no prior work experience, he explained but "they catch on quickly."

The majority of the workers are black and most of them have had considerable difficulty in finding work.

Mangram said that due to the hours and the fact that everyone at the plant lives within walking distance of their homes, he has many workers who just could not find jobs elsewhere.

Backing up Mangram's pride in the workers, Trader said that when they started the operation he was told to expect a rate of absenteeism of about 25 per cent. Trader said the records show less than a 5 per cent rate, better than the average for nearly all plants.

Although Control Data has plants in several other "depressed" areas, this is the only one that offers part-time work.

Proud of the St. Paul project, the company, nevertheless, has been very quiet about the operation, and except for one problem might not be saying anything about it now.

The problem is that in order to increase the work force to 100 employes, Control Data needs some outside work from other firms.

Trader said the plant is now doing all the Control Data work that is available. He said it is seeking bindery and mailing work from other companies in the Twin Cities area.

The plant is geared to do many types of bindery work plus any type of general mailing. It is already doing some work for firms such as Minnesota Mutual Life Insurance Co., St. Paul, the First National Bank of St. Paul and several small printing companies.

Trader said, "If we get some outside work we will expand our staff to about 80 this summer and we hope to eventually reach 100.

Mangram, who is only 30, said he has not had any difficulties working with his staff of women and students. "They are just great," he said.

He complained his only problem is that in the past year so many of his workers have gone into full-time employment, either with Control Data elsewhere or other firms. He said he has lost 20 of his people to better jobs.

Mangram said one of the reasons he has such high morale at the plant is the knowledge his workers are doing something "very worthwhile." He said his workers know that the manuals they are assembling must go out with the computers.

"When you realize that a multi-million-dollar computer is worthless without an instruction manual, you take pride in your work," he said.

Mangram said another reason for the high productivity he has in the plant can be traced to the fact all his workers badly need their jobs. He explained he has one woman with nine children and a disabled husband.

He said only six women on his work force have husbands who are working full-time.

Mangram, who formerly worked for Boeing and for International Telephone and Telegraph, said his plant hasn't "made a fortune" for Control Data yet, but it is a profitable operation. Last month the plant had billings of $19,000. Its total payroll for the month was $11,000.

And even though the women are working for $2.40 an hour, many of them are only netting about $1 an hour because their welfare payments are reduced when they go to work.

This means a benefit for taxpayers, Trader said, "but the real gain is giving these workers a chance to improve their standard of living."

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[From the CPR National Journal, May 1, 1971]

Education Report/OEO Goes Ahead With Voucher Plans Despite Opposition From Teacher Groups

(By Ed Willingham)

The Nixon Administration, over the opposition of teachers, unions and church groups, plans to go ahead with a test of whether competition among schools can lead to better education for poor children.

The experiment, designed by the Office of Economic Opportunity, would provide vouchers to parents which they could give to the school of their choice—public or private, religious or secular—as payment for a year's tuition for their children. The experiment is scheduled to begin in the fall of 1972.

The experiment would force the neighborhood school, other public schools and nonpublic schools to compete for students—a revolutionary concept. If parents did not consider the neighborhood school satisfactory, they could select another.

An incentive for schools to work harder on programs for the poor would be built into the experiment—vouchers given to the parents of poor children would have a cash value one-third higher than those issued to other families.

The experiment would be financed primarily with state and local funds that are now going to public schools. Opposition: Opposing interest groups, led by the National Education Association and the American Federation of Teachers, have taken their case to Capitol Hill. But prospects of blocking the voucher program in Congress do not appear good, and so the opposition also has laid plans to try to stop it at the state or local level.

The opposition is fighting the plan on grounds that public schools already are inadequately financed and that the plan would mean sharing public school funds with private schools. The argument is that the concept would undermine the public school system.

The antivoucher interest groups also say it is unconstitutional to support religious schools with public tax dollars.

Their Washington pressure point is the authorizing legislation for OEO, which expires June 30. They hope to persuade Congress to write into any extension a clause prohibiting voucher experiments.

The colition is having little success with Republicans. Among the Democrats, the coalition at one point appeared to have won strong support from Rep. Carl D. Perkins, Ky., chairman of the House Education and Labor Committee. During hearings April 2, Perkins, referring to the voucher plan, said he did not intend to take "'something to the floor of the House which involves only a few million dollars and which might cause the committee to be slapped down, when there are so many great priorities such as Head Start."

But in an about-face April 20, Perkins said he would "go along" with the experiment.

The opposition groups also are working against the plan in the states, where legislatures must enact enabling legislation, and in local communities, where school boards would have to approve any voucher experiment.

Education office: The Office of Education, which discussed with OEO the possibility of joint sponsorship of a voucher experiment in 1969, has reservations about the proposal.

James J. Gallagher, former deputy commissioner of education for planning, research and evaluation (1967–70), said the use of vouchers is a middle-class concept.

"It's unlikely that poor families will go around searching for the best schools for their children, that they have the resources or the inclination to do this. That's the behavior of upper-middle-class families looking for a good college," Gallagher said.

Education industry.—Some companies in the education field see the voucher plan as an opportunity to display new techniques of teaching the poor.

Allen D. Calvin, chairman of the board of Behavioral Research Laboratories Inc., Palo Alto, Calif., told *National Journal* that his firm would start at least one school in every city that participates in an experiment with vouchers.

"And I think other companies would be interested in starting schools," he said.

THE PLAN

Poverty officials adopted the voucher plan after several years of searching for ways to make the public education system more responsive to the needs of poor children.

Origin.—An article by Milton Friedman, University of Chicago economist, started the detailed research which led to the OEO plan in its present form.

(Friedman's article, entitled "The Role of Government in Education," appeared in 1955 in *Economics in the Public Interest*, edited by Robert A. Solo. It was reprinted in slightly revised form in Friedman's 1962 book, *Capitalism and Freedom.*)

Gerson M. Green, former chief of research, and demonstration for OEO (1969–69), told *National Journal* that he was on the verge of deciding that nothing could be done about overhauling the schools before he read the Friedman article.

"I usually don't agree with Friedman on the politics of change," Green said, "but I liked this. He said that if you put power and responsibility in the hands of consumers of education, then they will bring about the change they want through their choice of schools. It's more complicated than that, but that's the idea."

Green said he invited Christopher Jencks, president of the Center for the Study of Public Policy and associate professor of education at Harvard University, to Washington in the early summer of 1969 to discuss the voucher idea.

Request.—Late that summer, Jencks asked OEO for a grant to design in detail a voucher experiment.

His proposal was presented to Donald Rumsfeld, now a counselor to President Nixon, shortly after Rumsfeld was sworn in as director of OEO in May 1969.

Jencks said that the Republicans were less "bullish" about vouchers than the Democrats. "The Democrats were committed to doing an experiment," he said.

Jencks said Rumsfeld and Thomas K. Glennan Jr., director of OEO's Office of Research and Evaluation, told him that "we should get a report and then if that made sense, we could talk about going into the community."

Acceptance.—Richard Cheney, an assistant to Rumsfeld both at OEO and now at the White House, told *National Journal* that Rumsfeld liked the idea from the start and "made a hell of a push to get the grant through the bureaucracy and out of the agency."

However, Cheney said, Rumsfeld knew that the concept involved important legal issues, such as church-state separation.

Before Rumsfeld approved the grant, he asked Glennan for a recommendation. Glennan said in an interview that when the grant proposal reached him, OEO was thinking in terms of a demonstration to begin in the fall of 1970. Glennan said the grant proposal was rewritten to make it more theoretical and to include an analysis of problems that might arise and of ways to meet them.

OEO awarded a $196,313 grant to Jencks' center at Harvard on Dec. 18, 1969. The center's preliminary report, completed in March 1970, became the basis for the voucher experiment.

Implementation.—Jeffry S. Schiller, acting director of OEO's experimental research division, said OEO is prepared to fund at least two voucher experiments. Each experiment would run from five to eight years.

The experiments would be conducted in elementary schools in school districts which are racially and economically mixed. About 12,000 students would be involved in each experiment.

Voucher agency.—A community in the experiment would establish an educational voucher agency, composed of representatives of existing public and private schools and of new schools formed to participate in the program.

The voucher agency would establish the standards under which schools could qualify for participation. It also would issue and honor all vouchers in that community.

Schiller said OEO would not be represented on the voucher agency, but would maintain close liaison with the experiment after it went into operation.

He said OEO would be responsible for evaluating the experiment, to determine what impact it was having as it proceeded, and for auditing the experiment, to be certain that it was proceeding as planned. Payments to the voucher agency would be stopped if the agency were not functioning properly.

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Finances.—Schiller said a local school board would turn over to the agency from its own funds a sum roughly equivalent to the per-pupil expenditure of the school district multiplied by the number of public-school children participating in the experiment.

OEO would give to the agency a sum equivalent to the per-pupil expenditure of the local school district multiplied by the number of private-school children taking part.

In addition, OEO would give the agency a supplement equivalent to about one-third of normal per-pupil expenditures for each participating child from a poor home. For example, if a district's per-pupil expenditure were $600 a year, OEO would place $200 in the agency treasury for each educationally deprived child.

OEO also would pay for transportation beyond a district's current budget—for moving a child from a ghetto to a suburban school, for example.

The poverty agency also would pay "start-up" costs for new schools opened by community groups, but not for profit-making schools created by education companies. Start-up costs would include equipment for classrooms, but not classroom construction.

There are varying estimates of how much the experiments will cost OEO.

Schiller, in conversation with *National Journal*, estimated that each of the two OEO projects would cost about $5 million a year, for a total of $60 million for a six-year period.

But John O. Wilson, assistant OEO dierctor for planning, research and evaluation, testified before the House Education and Labor Committee April 20 that each experiment would cost about $3 million a year.

The Jencks study had estimated OEO's cost at $6 million to $8 million a year at each site.

Legal requirements.—The preliminary report of Jencks' center said that schools woulld have to meet state and local criteria for accreditation with regard to building codes, teacher certification and curriculum.

The report recommended that a voucher agency "obtain waivers of unnecessarily restrictive state and local education regulations."

"If extensive curriculum and teacher certification requirements were imposed on every participating school," the report said, "the trend would be toward uniformity rather than diversity. This would discourage innovative schools and would reduce the over-all level of choice available to parents."

Schiller said OEO concurs with the report's view. He said the states will decide which regulations they will waive when they consider enabling legislation that each of them would have to approve before the experiment could begin. The enabling legislation would be needed not only to waive regulations, but also to permit public money to be spent in nonpublic schools, and to prevent transfers of students from public to nonpublic schools from affecting the funds that a school district receives on the basis of average daily attendance.

Safeguards.—The center recommended, and OEO has adopted, safeguards designed to assure that the experiment will operate as OEO intends.

Racial discrimination.— To avoid racial discrimination, the center recommended that voucher schools be required to take all applicants as long as there are vacancies.

When a school has more applicants than space, the center said, it should be allowed to decide half of its enrollment on any nonracial criteria. (A Catholic school, for example, could restrict half of its enrollment to Catholics.)

The remaining half of the enrollment would be determined by lottery, except that the proportion of minority students accepted in the total enrollment would have to match the proportion of minority students among total applicants.

Economic segregation.—The center said in its report that economic segregation could be avoided by making maximum tuition match the value of the vouchers. Otherwise, the report said, a voucher school could exclude the poor by charging $300 more per year than the voucher is worth.

This provision would likely mean that private schools generally would not participate, since their tuition customarily is substantially higher than the average per-pupil expenditure in public schools.

OEO expects that most private schools in the voucher project would be those established by community associations or by parents and teachers.

An OEO pamphlet describing the voucher experiment says that "small new schools of all types could come into operation—Montessori, Summerhill, open classrooms, among others."

Sectarian instruction.—The center also recommended that vouchers going to parochial schools be worth no more than the cost of the school's secular in-

struction. Otherwise, public funds would be supporting sectarian instruction.

Friedmans' views.—Friedman, the man whose ideas led to the voucher program, is not happy with the way it has developed.

"I view with dismay," he said in a conversation with *National Journal*, "many of the particular restrictions recommended in the Jencks study. Most of the elements introduced by them have made it worse, not better.

"They were so committed to absolute equality that they've thrown the baby out with the bath. The whole point of the idea was to open up education to the cleansing winds of competition."

Friedman said that the present education system is in a "straitjacket" imposed by teachers' unions, political pressures and other factors. OEO's voucher restrictions would tend to create another "straitjacket" situation, he said.

Among the requirements singled out for criticism by Friedman was the one mandating that schools pick half their students at random. This, he said, would prevent development of specialized schools.

Planning grants.—In early February, OEO announced small preplanning grants for three communities—Gary, Ind., Alum Rock, Calif., and Seattle, Wash. San Diego and San Francisco also are considering applying for preplanning grants.

The selected communities will spend about three months testing community attitudes toward a voucher experiment and designing the broad outlines of a plan for each community. They will then report back to OEO.

ADMINISTRATION

By late 1970, OEO had received several applications from school districts for voucher planning grants.

But the poverty agency also had compaints from several national groups, and it began to have second thoughts about the kind of experiment it wanted to conduct.

Full vouchers.—Throughout 1970, Rumsfeld pressed his education researchers to consider all of the alternatives to a full-voucher system in which public, religious and other private schools could participate.

He asked for thorough review of a plan under which the vouchers could be used only in public schools, and of another plan under which the vouchers would go to the poor for remedial instruction.

Glennan, OEO's research director, said he himself wavered once, but he usually argued for full vouchers. He said he held out for an experiment that might lead to significant and basic change in the educational system. OEO also was aware, he said, that a more modest program might produce more applications than the agency could process.

Assistant OEO Director Wilson said he and Glennan eventually reached agreement that full vouchers and partial vouchers "were quite different animals."

"The partial voucher," Wilson said, "is more like compensatory education, while the full voucher is innovative change. We met with Rumsfeld two or three times over a period of a week and laid this out."

Rumsfeld decided to go with the full voucher—one of the last decisions he made before going to the White House Dec. 10 as counselor to the President.

White House.—Glennan said OEO decided to consider a voucher experiment before the Nixon Administration had laid out its position on elementary and secondary education.

But he said the voucher experiment is consistent with the Administration position announced by President Nixon March 3, 1970.

In a message to Congress on education reform, Mr. Nixon said federal education programs for the poor "have not measurably helped poor children catch up." He called for more research into how children learn and how teaching can be more effective. "As we get more education for the dollar, we will ask the Congress to supply many more dollars for education," he said.

Mr. Nixon also approved another new concept: accountability, the theory that school officials should be held accountable for the performance of their students.

Glennan said the OEO project represents the kind of experimentation and research of which the President spoke. And he said that under the voucher approach, schools would be accountable to parents.

Glennan said the voucher experiment was not mentioned in the President's message—which Glennan helped to draft—because the task force that worked on the speech did not want to leave an impression that Mr. Nixon would be supporting the voucher concept on a nationwide basis.

The voucher experiment was not discussed with anyone at the White House until Rumsfeld joined the President's staff, Glennan said .

OEO's role as lead agency in the voucher experiment is consistent with the redirection of the agency's mission that Mr. Nixon has laid out. In a Feb. 19, 1969, message to Congress, the President said the agency's "greatest value" is as an "incubator" for new programs for the poor "during their initial, experimental phases."

The poverty agency, in another test of the accountability idea, is funding several performance contracts designed to increase productivity in schools. OEO took over the lead in testing the idea from the Office of Education last year. (*For a report on performance contracting and accountability, see Vol. 2, No. 43, p. 2324.*)

HEW.—Gallagher, the former deputy commissioner of the HEW Department's Office of Education, said the office had considered funding its own study of vouchers but discarded the idea because the problems—including the segregation and separation-of-church-and-state issues—seemed overwhelming. But he said the only thing that prevented the office from cosponsoring the Jencks study of vouchers was lack of funds.

The office still is more cautious about a voucher experiment than the poverty agency, Gallagher said.

"The OEO people weren't burdened with knowledge of, or commitment to, the (education) system that's there now," he said, "They could feel free about changing it. The people at the Office of Education are closer to the system, are more committed to it and realize it's not so easy to change."

Gallagher is now director of the Frank Porter Graham Center for Child Development at the University of North Carolina.

Marland.—Sidney P. Marland Jr., Commissioner of Education, told *National Journal* that it was appropriate for OEO to take the lead in a voucher experiment.

Marland said OEO was supposed to "take risks" and sponsor "highly experimental projects." If they prove out, he said, they can be turned over to other agencies, as Head Start and Follow Through have been.

In his first press conference as commissioner, Marland said on Dec. 15 that he had serious misgivings about the experiment because he did not want to promise minorities better schooling and then discover there are no new schools waiting to cash children's vouchers.

I think our needs are more massive and global (than the solutions promised by vouchers)," he said.

Richardson.—HEW Secretary Elliot L. Richardson, in testimony Feb. 17 before the House Labor-HEW appropriations subcommittee, said: "We in HEW feel that while it is desirable to find out what the implications (of vouchers) are through direct experimentation, we view it with considerable reserve at this stage."

OPPOSITION

The National Education Association, an organization of 1,100,000 teachers, and the American Federation of Teachers, which represents 250,000 teachers, are leading a vigorous fight against vouchers, with support from 16 other national organizations.

NEA.—Helen Bain, president of the education association, told *National Journal* she opposes the voucher plan because it would drain public funds from an already underfinanced public school system and because—if applied in the South—it would encourage segregated schools.

Mrs. Bain said she is familiar with the racial safeguards in the OEO proposal but does not trust them to work.

Voucher schools could get around the restrictions, she said, by charging the standard tuition but making it clear that parents were expected to make a donation to the school as grounds for accepting their children.

"I think some schools would have a few token poor, a few token blacks, and a large number of children from wealthy homes," she said.

Mrs. Bain said local government pays about half the cost of public education, while state government pays about 40 per cent. The federal government picks up 7 per cent of the cost.

"That's an unrealistic share for the federal government." she said. "The President says he is worried about state and local government, but what better way is there to help them than to take more of the cost of education? I think vouchers is double-talk to keep from financing public education."

Senate subcommittee.—John M. Lumley, assistant executive secretary of NEA for government relations and citizenship, took NEA's case to the Senate Labor-

HEW appropriations subcommittee last Aug. 6. He asked the subcommittee to prohibit OEO from spending federal funds on vouchers until the appropriate authorizing committees "explore the matter thoroughly."

Lumley said OEO had not made it clear that public school children who turn to private voucher schools will take public school funds with them.

The subcommittee approved the fiscal 1971 Labor-HEW-OEO appropriations bill (HR 18515) without strings. Stanley J. McFarland, Lumley's assistant in government relations, said the subcommittee felt the issue should be resolved by education authorizing committees.

(Unless Congress specifically prohibits OEO from proceeding with the experiment, the agency is free to do so. The money for the experiment would come from the OEO research budget, which would total $73 million under fiscal 1972 budget requests.)

California.—Democratic Assemblyman Leo J. Ryan, who is sponsoring enabling legislation for the voucher experiment in California's legislature, told *National Journal* that he faces "formidable difficulty" in getting his bill approved.

He said opposition is led by the California Teachers Association, an affiliate of NEA, and by affiliates of the American Federation of Teachers.

"A substantial amount of work is being done here already," he said. "They are sending letters to their constituents, telling them that such-and-such a legislator is for the bill and to get on him. The pressure is beginning to mount."

Ryan said he thinks he has enough votes to get the bill to the assembly floor. "Beyond that, it becomes a little more unpredictable," he said.

AFT.—The American Federation of Teachers, AFL–CIO, has attacked the voucher experiment repeatedly in its monthly publication, *American Teacher.*

Writing in the November issue, Larry Sibelman, executive vice president of United Teachers—Los Angeles, said the voucher idea is being supported by a variety of special interests.

Advocates of community control of public schools support the voucher experiment, he sa'd, because they "feel the voucher system might supplant the present public schools with a curricular scheme fulfilling unmet ethnic or racial aspirations."

Parochial-school officials support the plan because they could gain access to public funds, he said. Other private school groups are interested because "increased profits may be derived from expansion and creation of more facilities."

David Selden, president of AFT, wrote in the February issue of the *Teachers College Record:* ". . . like so many catchy educational schemes, (the voucher plan) tends to divert national attention from the real and basic needs of children and the schools.

"Whether education is carried on by people—teachers and paraprofessionals—or by machines watched over by people, there is a relationship between cost and educational effort."

Selden said the "dynamite which lies ready for detonation just below the surface of the voucher controversy is the growing issue of public support for religious-related schools."

Kansas City.—Last September, while Kansas City, Mo., was considering taking part in a voucher experiment, Louis T. Hurt, president of the Kansas City teachers union, persuaded the school board to hold a public hearing.

After witnesses from the AFT, the National Association for the Advancement of Colored People and other organizations testified against the plan, Hurt said, "Vouchers was not pursued much."

"It is a dead issue out here now," he said.

Power base.—Carl J. Megel, legislative director of the AFT, said in an interview that the union can still try to block vouchers even if Congress permits the experiment to continue.

OEO wants to try the plan in a large city, he said, and the union is the exclusive bargaining agent in 250 urban school districts.

"The union may not be able to stop a board from putting it in, but we will try," he said.

Coalition.—Last September, NEA and the teachers union formed an informal coalition which "has developed into a real opposition group," according to NEA's McFarland.

Members of the coalition are the American Association of School Administrators, the American Association of University Women, the AFT, the American Jewish Committee, the American Jewish Congress, Americans United for Separation of Church and State, the Baptist Joint Committee on Public Affairs, the

Council of Chief State School Officers, the Jewish Welfare Board, the National Association of Elementary School Principals, the National Congress of Parents and Teachers, the National Council of Jewish Women, NEA, the National School Boards Association, the American Parents Committee, and the Joint Washington Office for Social Concerns, representing the American Ethical Union, the American Humanist Association and the Unitarian Universalist Association.

Hearings.—On Oct. 20, the coalition asked for a congressional investigation of the voucher plan in telegrams to former Sen. (1957–71) Ralph W. Yarborough, D-Tex., who was chairman of the Senate Labor and Public Welfare Committee, and to Rep. Perkins.

Yarborough was defeated for reelection before he could schedule a hearing; Perkins' Education and Labor Committee held a hearing April 2.

Joint statement.—Eleven members of the coalition submitted a joint statement during the Perkins hearings. The joint statement said, in part:

"We believe that programs approved by Congress should be carried out. We believe that no so-called experiments which are directly or indirectly aimed at altering or possibly destroying basic American institutions such as the public schools should be undertaken without clear direction from the Congress as representatives of the American people."

The Council of Chief State School Officers did not sign the joint statement, saying it went too far. The American Jewish Committee, the Jewish Welfare Board, the National Congress of Parents and Teachers and the National School Boards Association did not join in for various reasons, including the fact that some of their Washington representatives were out of the city when the statement was circulated for clearance.

Separate statements.—In addition to the joint statement, a number of organizations submitted separate statements in opposition to the experiment.

John W. Baker, acting executive director of the Baptist Joint Committee on Public Affairs, said he thought the experiment would be divisive in effect.

"The public school system has long played a vital role in the melting pot of American society," he said. "The experiment would invite the creation of many new schools.

"'Hard hat,' White Citizens Council Black Panther, John Birch. Socialist Workers schools are not hard to anticipate. They would provide alternatives. They would divide and weaken our nation."

Joseph B. Robison, general counsel of the American Jewish Congress, said the experiment threatens church-state separation.

"Regardless of technical formulas designed to evade constitutional problems, the simple fact is that voucher plans would make possible the creation and continuance of religious schools—that is, schools established for the purpose of fostering specific religious tenets," he said. "That would be a plain violation of the principle of separation of church and state, under which religion has prospered in this country." (*For background on the church-state controversy before the Supreme Court, see No. 3, p. 120.*)

AFL–CIO.—In a statement last Aug. 3, the AFL–CIO executive council described the voucher experiment as "one of the most bizarre proposals yet to emanate from within the Nixon Administration," said the Council:

". . . Hard-sell hucksters would promote their private educational institutions with the reckless disregard for facts now used by the makers of detergents. Religious sponsorship would become the excuse for increasing numbers of racially segregated schools. Costly and tragic damage could be done to the public schools unable to compete with the glittering promises of private enterprise educational salesmen, greedy for a lion's share of vouchers.

"Organized labor has championed the public schools since their inception. It is a sorry commentary upon the Nixon Administration's educational policies that it is necessary for us at this late date in history to reiterate our belief that for all children, rich or poor, black or white, the best hope for American education lies in strengthening the public schools throughout the nation."

NAACP.—In a resolution adopted last July, the NAACP said that "despite general assurances that the (OEO) plan would include safeguards to prevent its use to further segregation, we deeply fear that this indeed would be the result. We are opposed to the use of any plan of this type as the result would be to perpetuate segregation in the schools."

J. Francis Pohlhaus, counsel of the NAACP's Washington bureau, said that despite the resolution, the office has not been active on Capitol Hill in opposition to vouchers.

ACLU.—The board of directors of the American Civil Liberties Union voted Feb. 6 to oppose the experiment, saying it would violate the principle of church-state separation, would tend to establish racially segregated schools in the South, would encourage the flight of middle-class children from public schools in the North, and would weaken the public school system.

SUPPORT

While opposition to the experiment has been active and widespread, support for it has been confined to a few national groups.

NCEA.—The National Catholic Educational Association has endorsed the experiment, and has described as "distressing" the "powerful and obviously well-organized opposition even to plans for experimentation."

The Rev. C. Albert Koob, president of NCEA, said he is aware that a Catholic school participating in the experiment might not be able to accommodate all the Catholics who would be planning to attend a parochial school, if the school should get more applications than it has spaces.

"We see the voucher plan as an experimental kind of program, and we will never know if it works if we don't try it," he said. "The fact that some Catholics might not find a place in the school is not a barrier to participation. Our people want to try new and different things, particularly in the inner city. In some of our schools, there is space for all who want to come."

Koob said the experiment cannot be considered a solution to the financial problems of Catholic schools. (*For background on Catholic school financial problems, see No. 3, p. 125.*)

He said that results of the experiment will not be in for six years, and that "many of our inner-city schools won't be here six years from now."

Citizens committee.—Gerald E. Sroufe, executive director of the National Committee for Support of the Public Schools, said he supports the experiment, although his association has not taken a formal position.

Sroufe said the "professional associations" have been engaging in "unreasonable rhetoric" when they should have been asking why people have lost confidence in public education.

"The school system is not working well for the poor, and we need to have not just one monolithic system, but some alternatives as well, alternatives that work for some children," he said.

Sroufe said he believes vouchers might work better for preschool children or for dropouts than for elementary students. But he said OEO should proceed with its experiment because it is "modest" and one way to experiment with a different structure in education.

CONGRESS

National Journal interviewed 29 of the 50 Senators and Representatives on OEO oversight committees, or their staffs. The interviews, made it clear that opponents of the experiment will have to make their case with Democrats. Republicans already are sold on the plan.

William R. Bechtel, professional staff member of the Senate Labor and Public Welfare Subcommittee on Employment, Manpower, and Poverty, said the subcommittee does not expect to devote much time to the experiment during its OEO extension hearings. Bechtel said the subcommittee views the experiment as one of many experiments that OEO sponsors, and that these experiments are not given extensive congressional scrutiny.

"Our Sentors have not given much consideration to the voucher experiment," he said.

At hearings April 27, however, Sen. Gaylord Nelson, D-Wis., chairman of the subcommittee, said he did have some reservations about the experiment.

He asked why OEO would put $550 million into an experiment when programs with proven results were suffering from a lack of funds. As an example of a program with an inadequate budget, he mentioned a teacher corps program under which average students tutor disadvantaged students.

Nelson said the experiment would provide a choice of schools for the few involved, but he said he did not think it would bring broad reform to public education.

Nelson told *National Journal* that the subcommittee would have to have additional hearings before it would go as far as prohibiting the experiment. He said he would not know whether further hearings would be held until he discussed the issue with subcommittee members.

Support: At the April 2 hearings of the House Committee on Education and Labor, Perkins said he had not made up his mind about the voucher plan. He also indicated that he held serious doubts about the experiment.

He said the amount of money involved in the experiment could be used in Head Start without igniting a religious controversy.

"We have gotten considerable mail against these vouchers," Perkins said.

He also said he would ask OEO Director Frank C. Carlucci to testify on vouchers. Carlucci had already testified before Perkins on extending the agency's authorization.

Perkins' surprise.—After OEO officials and others testified April 20, Perkins surprised the poverty agency by announcing that he would "go along" with the voucher experiment. Perkins said he had "never really been against" the experiment, but had posed difficult questions "to get the facts."

Perkins said OEO should try the experiment in more than one city.

He said he thought his committee would join him in supporting the experiment.

Quie.—Rep. Albert H. Quie, R-Minn., ranking Republican on the House committee, commended OEO March 22 for conducting the voucher experiment. He spoke at a House hearing on the OEO extension.

"It is easier for you to do the experiment than it would be for the Office of Education—with all of the controversy—and I think it is good to have a pilot project," he said.

Brademas.—Rep. John Brademas, D-Ind., chairman of the House Select Subcommittee on Education, wrote to Rumsfeld Dec. 10 after an article in *The Evening Star* (Washington, D.C.) indicated that OEO might not proceed with the experiment.

"If it is true that you plan to delay or cancel vouchers, one must question the value of OEO as a testing ground for new ideas and methods of helping the poor," Brademas said. "An innovative agency must be willing to tackle controversial problems in order to seek better solutions; an unwillingness to do so would call into question the whole idea behind the announced goal of experimentation.

"I realize that you may be subjected to pressures to discontinue your preliminary work on vouchers.

"But I would urge you to look to the larger issues. Your objective is not to install the voucher system in all of the nation's schools, but merely to determine whether the use of vouchers would have possible wider applicability. I would hope that you would be able to fulfill that limited objective."

Others.—Those Representatives who also said that they are unwilling to stop the voucher experiment are: William A. Steiger, R-Wis.; Ogden R. Reid, R-N.Y.; Dominick V. Daniels, D-N.J.; John N. Erlenborn, R-Ill.; Marvin L. Esch, R-Mich.; John Dellenback, R-Ore.; Romano L. Mazzoli, D-Ky.; Victor V. Veysey, R-Calif.; Alphonzo Bell, R-Calif.; Lloyd Meeds, D-Wash.; and James H. Scheuer, D-N.Y. They confined their support to the experiment and not to national application.

Sens. Alan Cranston, D-Calif.: Robert Taft Jr., R-Ohio; and Peter H. Dominick, R-Colo., said they support the experiment. Cranston said his support would be based on the possibility the plan would improve the public school system; Dominick said he has questions about the use of vouchers nationally for all education.

Opposition.—Opposition in Congress to vouchers rests on a variety of premises.

Pucinski.—Roman C. Pucinski, D-Ill., chairman of the House Education and Labor General Subcommittee on Education, said he is disturbed that the Office of Education would be "by-passed" in the voucher experiment.

"If a voucher system is to be tested," he said, "I would rather have it tested by OE, where you are going to have standards and criteria developed by educators."

Pucinski said some private schools are supporting the experiment when, in his opinion, they should be "reading the fine print." He said that parochial schools might not be able to accommodate their present students and that "the federal government would become deeply involved in the management of those schools which have been strong because of their independence of the establishment."

Hawkins.—Rep. Augustus F. Hawkins, D-Calif., said that he is opposed to experimentation, but that he is opposed to "taking it (funds) out of the mouths of the poor." OEO funds should go into programs that fight poverty rather than into experiments, he said.

"I do not think there is anything new about private schools," he said. "That's what we had before we had public schools, and they operated for the elite."

Undecided.—Representatives who said they have not yet taken a position on the voucher experiment are: Shirley Chisholm, D-N.Y.; Peter A. Peyser, R-N.Y.; Joseph M. Gaydos, D-Pa.; Mario Biaggi, D-N.Y.; Jack F. Kemp, R-N.Y.; Edwin B. Forsythe, R-N.J.; Frank Thompson Jr, D-N.J.; Earl B. Ruth, R-N.C.; Herman Badillo, D-N.Y.; Edwin D. Eshleman, R-Pa.; and Orval Hansen, R-Idaho.

Sens. Edward M. Kennedy, D-Mass.; Harold E. Hughes, D-Iowa; and Richard S. Schweiker, R-Pa., also are undecided.

EDUCATION BUSINESSES

Some businesses in the education field are showing interest in the experiment. However, OEO's Schiller said there has been less business interest in the experimental vouchers than in OEO's performance-contracting experiment.

In the performance-contracting experiment, school districts have contracted with education companies for instruction in remedial reading and mathematics. The companies will be paid according to the performance of the students.

Among the companies showing interest in vouchers are Behavioral Research Laboratories, Palo Alto, Calif., and Quality Educational Development, Washington, D.C.

Behavioral Research Laboratories: An entire elementary school in Gary, Ind., is being operated by BRL under a contract with the school board, and BRL Chairman Calvin said the firm will start at least one school in each city involved in the experiment.

"We feel that the thing that prevents inner-city public schools from being responsive to the needs of parents and students is all the rules and regulations and bureaucratic stifling that prevents real change or reaction to the needs of parents and students," Calvin said in an interview. "We think we can demonstrate that these shools can be effective."

Calvin said competition would help the field of education, as "students and parents count for a great deal more where there is a choice." He said most students cannot choose among schools at the present time because of the extra cost of private schools.

Educational development: C. J. Donnelly, director of contract operations for QED, said: "I'm reasonably sure that in one community or another, we will open some type of learning center. We're looking at it. But I doubt we would open at every site."

Donnelly said that performance contracting is limited to larger school districts because of the expense involved in staff and instructional materials. But, he said, it may be possible for companies to participate in voucher programs even in small districts.

"It will be interesting to see if corporations can provide educational services in smaller districts," he said. "I can see a mobile classroom facility that you could put in a smaller town."

Turnkey systems.—Charles L. Blaschke, president of Education Turnkey Systems, a company that acts as liaison between school systems and performance-contracting companies, said some schools in the voucher experiment might sign performance contracts with education companies. The companies would provide instruction in reading and in mathematics.

He said the public schools might sign contracts with two or three performance contractors, decide which company has the best and then adopt that company's approach for the school system.

OUTLOOK

OEO will receive reports from school districts with preplanning voucher-experiment grants in about one month. The school districts will state whether they want to go to the next stage.

If the communities decide to go ahead, then OEO will select two or more for planning grants—roughly $200,000 each. The communities selected will plan the details of a voucher experiment to go into full operation in the fall of 1972.

Before the experiment can begin, however, the OEO project must survive the current challenges to it in Congress, at the state level, and in local communities.

If the experiment is tried and is successful, OEO's Glennan said he thinks vouchers would be largely "a local option."

"If local districts think they can achieve something with this, I think they should be allowed to do it," he said.

Glennan said that he does not expect a voucher system to be adopted on a nationwide basis. He said he could envision a state deciding to try a voucher experiment.

U.S. DEPARTMENT OF HEALTH, EDUCATION, AND WELFARE, SOCIAL AND REHABILITATION SERVICE, NATIONAL CENTER FOR SOCIAL STATISTICS

CHILD CARE ARRANGEMENTS OF AFDC RECIPIENTS UNDER THE WORK INCENTIVE PROGRAM AS OF THE LAST DAY OF THE QUARTER ENDED JUNE 30, 1970

The tables attached to this release show the child care arrangements for children receiving AFDC whose mothers were enrolled in the Work Incentive Program on June 30, 1970 and, as of the same date, the number whose mothers could not be referred to the Work Incentive Program solely because such care was not available.

COVERAGE OF REPORTS

Reports were received from 42 States including two incomplete reports (Illinois—excludes Cook County; Maryland—excludes Baltimore City). Eleven States [1] did not report, and New Hampshire had no WIN Program.

The 42 States reporting included 70 percent of the families receiving AFDC in the month of June.

CHILD CARE ARRANGEMENTS

In the 42 States reporting, 40,500 mothers or other caretakers were enrolled in the WIN Program as of June 30, 1970.

Child care was provided for 96,300 of their children, of whom slightly more than 44 percent were under 6 years of age and slightly less than 56 percent were 6 through 14 years old.

One-half of the children were cared for in their own homes; slightly more than one-tenth in relatives' homes; slightly more than one-fifth in day care facilities; and slightly less than one-fifth had other arrangements.

Care in own home.—Of the 40,900 [2] children cared for in their own homes, somewhat less than one-tenth were cared for by the father; somewhat more than one-half by another relative; somewhat less than two-fifths by a nonrelative; and slightly more than 1 percent by a homemaker. Less than one-half (44 percent) were under 6 years of age and more than one-half (56 percent) were 6 through 14 years of age.

Care in day care facilities.—Altogether 18,900 [3] children were cared for in day care facilities, of whom somewhat more than one-half received care in a family day care home; slightly less than 3 percent in a group day care home; and somewhat less than one-half in a day care center. Somewhat less than three-fifths (58 percent) were under 6 years of age and somewhat more than two-fifths (42 percent) were 6 through 14 years of age.

Other arrangements.—For 12,900 [3] children, arrangements other than those described above were made. For two-fifths of the children, no special arrangements were made because the caretaker was working or in training only during the child's school hours; about one-fifth (6 through 14 years of age) looked after themselves; and somewhat less than two-fifths had some other type of arrangement. Most of these children (85 percent) were 6 through 14 years of age.

LACK OF CHILD CARE ARRANGEMENTS

Of the 42 States reporting, three [3] did not provide data on the lack of child care arrangements.

In the other 39 States, 4,700 mothers or other caretakers could *not* be referred to the State Manpower Agency for enrollment in the WIN Program for the *sole* reason that child care arrangements were not available. Child care arrangements were not available for 12,300 children of whom somewhat less than one-half (47 percent) were under 6 years of age and somewhat more than one-half (53 percent) were 6 through 14 years of age.

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[1] Arizona, California, Guam, Indiana, Mississippi, Nebraska, Ohio, Texas, Virgin Islands, Washington, and Wisconsin.
[2] Excludes New York. Detail on arrangements not reported.
[3] Connecticut, Kentucky, and New York.

In these 39 States, the mothers who lacked necessary child care arrangements comprised slightly more than one-tenth of all those who needed arrangements in order to accept work or training. Their children represented slightly more than one-tenth of all children in both age groups, that is under 6 and 6 through 14 years of age, who needed such arrangements.

COMPARISON OF CHILD CARE ARRANGEMENTS FOR THE QUARTERS ENDED MARCH 31, 1970 AND JUNE 30, 1970

In the 3-month period ended June 30, 1970, the number of mothers enrolled in the WIN Program increased by 19 percent and the number of their children provided child care increased by 25 percent. The increase in the number of children under 6 years of age (31 percent) was somewhat higher than the increase for children 6 through 14 years of age (21 percent).[4]

Larger numbers of children were cared for under all types of arrangements in June than in March. The number of children cared for in their own homes increased by 23 percent; in relatives' homes, by 31 percent; in day care facilities by 29 percent; and other arrangements, by 26 percent.

The number of mothers who could not be enrolled in the WIN Program for the sole reason that child care was not available increased by 24 percent from March to June, while their children for whom care was not available increased by 28 percent. For children under 6 years of age the percentage increase (28 percent) was lower than that for children 6 through 14 years of age (30 percent).[5]

TABLES

Table 1.—Number of mothers or other caretakers enrolled in the WIN Program and number of their children provided child care, by age group and by State, as of the last day of the quarter ended June 30, 1970.

Table 2.—Child care arrangements, by type of arrangement, by age group, and by State, of mothers or other caretakers enrolled in the WIN Program as of the last day of the quarter ended June 30, 1970.

Table 2.A.—Children receiving care in own home, by type of arrangement, by age group, and by State, as of the last day of the quarter ended June 30, 1970.

Table 2.B.—Children receiving care in day care facilities, by type of facility, by age group, and by State, as of the last day of the quarter ended June 30, 1970.

Table 2.C.—Children receiving care other than in own home, relative's home, or day care facility, by type of arrangement, by age group, and by State, as of the last day of the quarter ended June 30, 1970.

Table 3.—Number of mothers or other caretakers who could *not* be referred to the State Manpower Agency for enrollment in the WIN Program *solely* because adequate child care arrangements were not available and number of children requiring child care, by age group and by State, as of the last day of the quarter ended June 30, 1970.

[4] Based on 36 States that represent 58 percent of the AFDC caseload for the month of June 1970.

[5] Based on 33 States.

TABLE 1.—NUMBER OF MOTHERS OR OTHER CARETAKERS ENROLLED IN THE WIN PROGRAM AND NUMBER OF THEIR CHILDREN PROVIDED CHILD CARE, BY AGE GROUP AND BY STATE, AS OF THE LAST DAY OF THE QUARTER ENDED JUNE 30, 1970

State	Number of mothers or other caretakers	Number of children		
		Total	Under 6 years of age	6 through 14 years of age
Total	40,500	96,300	42,900	53,400
Alabama	720	1,900	990	860
Alaska	030	300	120	170
Arkansas	480	1,200	540	640
Colorado	1,200	2,700	1,300	1,500
Connecticut	680	1,600	690	940
Delaware	260	740	400	340
District of Columbia	260	640	310	330
Florida	1,800	4,200	2,400	1,900
Georgia	3,000	7,500	3,500	4,000
Hawaii	16	29	20	9
Idaho	420	820	480	340
Illinois [1]	170	430	230	200
Iowa	710	1,600	740	890
Kansas	380	990	440	550
Kentucky	1,800	4,500	1,800	2,700
Louisiana	970	2,800	1,200	1,600
Maine	340	910	530	380
Maryland [2]	360	920	400	510
Massachusetts	400	810	300	510
Michigan	3,800	8,200	2,600	5,600
Minnesota	960	2,100	1,000	1,100
Missouri	1,000	2,800	1,300	1,500
Montana	230	560	270	290
Nevada	18	27	14	13
New Jersey	1,400	3,700	1,500	2,300
New Mexico	420	910	490	420
New York	8,000	15,400	8,000	7,400
North Carolina	430	1,100	480	630
North Dakota	170	330	180	140
Oklahoma	280	740	340	400
Oregon	300	600	320	280
Pennsylvania	1,800	4,700	2,200	2,500
Puerto Rico	2,400	8,500	2,700	5,800
Rhode Island	380	850	360	480
South Carolina	85	220	58	160
South Dakota	140	310	170	140
Tennessee	1,500	4,100	1,800	2,200
Utah	1,200	2,200	890	1,300
Vermont	100	260	120	140
Virginia	1,100	3,000	1,300	1,700
West Virginia	350	820	410	410
Wyoming	120	280	130	140

[1] Excludes Cook County.
[2] Excludes Baltimore City.

TABLE 2.—CHILD CARE ARRANGEMENTS, BY TYPE OF ARRANGEMENT, BY AGE GROUP, AND BY STATE, OF MOTHERS OF OTHER CARETAKERS ENROLLED IN THE WIN PROGRAM AS OF THE LAST DAY OF THE QUARTER ENDED JUNE 30, 1970

State	Type of child care arrangements											
	Own home			Relative's home			Day care facility			Other		
	Total	Under 6 years of age	6 through 14 years of age	Total	Under 6 years of age	6 through 14 years of age	Total	Under 6 years of age	6 through 14 years of age	Total	Under 6 years of age	6 through 14 years of age
Total	48,600	22,400	26,100	10,100	5,200	4,900	20,200	11,800	8,400	17,700	3,700	14,000
Alabama	920	490	420	370	210	160	320	260	68	250	32	220
Alaska	120	46	70	13	7	6	140	67	73	26	0	26
Arkansas	830	370	450	42	17	25	210	140	65	99	1	98
Colorado	950	520	430	430	280	160	740	390	350	590	74	520
Connecticut	570	280	290	150	62	87	610	290	320	300	54	250
Delaware	390	230	160	77	47	30	97	85	12	180	34	150
District of Coulmbia	250	100	150	12	6	6	220	190	26	160	15	150
Florida	1,300	710	590	760	420	340	1,500	1,200	360	670	100	560
Georgia	4,500	2,200	2,300	15	8	7	2,100	1,300	870	840	34	810
Hawaii	16	7	9	2	2	0	7	7	0	4	4	0
Idaho	450	270	180	95	70	25	170	110	52	100	21	81
Illinois [1]	220	130	89	41	29	12	100	72	29	73	5	68
Iowa	540	220	310	270	140	120	640	340	300	190	29	1 0
Kansas	450	240	210	170	94	75	110	90	21	260	18	240
Kentucky	1,800	780	970	720	370	350	450	270	180	1,600	370	1,200
Louisiana	1,100	420	670	410	170	240	1,100	560	510	230	48	180
Maine	560	360	200	37	28	9	68	50	13	240	94	150
Maryland [2]	470	210	260	190	100	87	82	63	19	180	28	150
Massachusetts	300	140	160	58	28	30	210	97	110	250	34	210
Michigan	5,900	1,900	4,000	620	320	300	420	260	160	1,300	83	1,200
Minnesota	640	370	270	65	35	30	730	560	170	670	49	620
Missouri	1,100	510	600	390	180	220	1,200	590	610	120	7	110
Montana	130	61	65	5	4	1	300	200	100	130	9	120
Nevada	10	4	6	8	7	1	0	0	0	9	3	6
New Jersey	540	220	330	600	250	350	1,900	890	970	710	79	630
New Mexico	410	180	230	210	120	88	290	180	110	0	0	0
New York	7,700	4,500	3,200	1,600	960	660	1,300	800	520	4,800	1,800	3,000
North Carolina	260	110	160	200	81	120	210	150	61	430	150	280
North Dakota	240	140	100	26	11	15	37	29	8	28	7	21
Oklahoma	230	95	140	170	75	98	300	160	140	31	12	19
Oregon	300	140	160	33	22	11	180	140	43	83	15	63
Pennsylvania	3,200	1,500	1,700	340	190	150	730	450	280	420	110	310
Puerto Rico	5,900	2,100	3,800	1,100	400	660	160	110	49	1,400	130	1,300
Rhode Island	150	66	84	170	74	93	240	130	110	290	94	200
South Carolina	140	47	89	35	9	26	1	0	1	49	2	47
South Dakota	110	49	59	40	25	15	140	95	47	19	0	19
Tennessee	3,400	1,500	1,900	110	43	71	400	280	120	150	34	120
Utah	920	430	480	0	0	0	1,100	460	600	250	0	250
Vermont	110	38	70	22	14	8	37	24	13	96	45	51
Virginia	940	470	470	420	220	200	1,400	580	800	250	30	220
West Virginia	510	240	270	76	50	26	130	88	46	100	35	69
Wyoming	54	24	30	35	28	7	100	76	26	84	4	80

[1] Excludes Cook County.

[2] Excludes Baltimore City.

TABLE 2.A—CHILDREN RECEIVING CARE IN OWN HOME, BY TYPE OF ARRANGEMENT, BY AGE GROUP AND BY STATE, AS OF THE LAST DAY OF THE QUARTER ENDED JUNE 30, 1970

State	Total children receiving care in own home			Type of arrangement											
				Father			Other relative			Nonrelative			Homemaker services		
	Total	Under 6 years of age	6 through 14 years of age	Total	Under 6 years of age	6 through 14 years of age	Total	Under 6 years of age	6 through 14 years of age	Total	Under 6 years of age	6 through 14 years of age	Total	Under 6 years of age	6 through 14 years of age
Total	48,600	22,400	26,100	3,600	1,100	2,400	21,500	10,100	11,500	15,300	6,500	8,800	470	220	250
Alabama	920	490	420	8	1	7	760	430	330	150	64	88	0	0	0
Alaska	120	46	70	0	0	0	57	20	37	42	21	21	17	5	12
Arkansas	830	370	450	46	7	39	540	270	270	240	90	150	4	3	1
Colorado	950	520	430	50	26	24	660	370	290	240	120	120	0	0	0
Connecticut	570	280	290	13	8	5	300	140	170	250	140	120	0	0	0
Delaware	390	230	160	130	63	69	130	90	39	130	80	48	0	0	0
District of Columbia	250	100	150	9	0	9	170	80	87	74	20	54	0	0	0
Florida	1,300	710	590	10	5	5	940	550	390	350	150	200	0	0	0
Georgia	4,500	2,200	2,300	120	26	90	2,900	1,600	1,300	1,500	590	860	0	0	0
Hawaii	16	7	9	0	0	0	6	4	2	10	3	7	0	0	0
Idaho	450	270	180	15	2	13	73	47	26	360	220	140	0	0	0
Illinois [1]	220	130	89	6	5	1	120	76	41	93	46	47	0	0	0
Iowa	540	220	310	51	11	30	320	150	170	180	65	110	0	0	0
Kansas	450	240	210	14	0	14	170	105	62	270	130	140	0	0	0
Kentucky	1,800	780	970	79	17	62	1,200	560	590	520	200	310	6	3	3
Louisiana	1,100	420	670	33	9	24	680	250	440	380	160	210	0	0	0
Maine	560	360	200	80	47	33	380	260	1,120	91	47	44	7	0	7

Maryland [2]	470	210	260	30	10	20	250	120	130	190	86	110	0	0	0
Massachusetts	300	140	160	14	4	10	110	58	54	170	73	94	3	3	0
Michigan	5,900	1,900	4,000	140	45	98	2,900	880	2,000	2,900	1,000	1,900	2	1	1
Minnesota	640	370	270	25	5	20	180	79	110	420	280	140	3	3	0
Missouri	1,100	510	600	16	3	13	610	310	300	450	180	270	32	16	16
Montana	130	61	65	0	0	0	35	18	17	91	43	48	0	0	0
Nevada	10	4	6	0	0	0	3	1	2	7	3	4	0	0	0
New Jersey	540	220	330	12	1	11	270	110	160	260	110	160	0	0	0
New Mexico	410	180	230	(3)	(3)	(3)	[3] 220	140	180	84	42	42	0	0	0
New York	7,700	4,500	3,200	(4)	(4)	(4)	(4)	(4)	(4)	(4)	(4)	(4)	(4)	(4)	(4)
North Carolina	260	110	160	0	0	0	200	78	120	66	28	38	0	0	0
North Dakota	240	140	100	7	7	0	82	48	34	150	82	66	0	0	0
Oklahoma	230	95	140	0	0	0	190	72	120	43	23	20	0	0	0
Oregon	300	140	160	35	14	21	110	50	60	150	78	76	4	1	3
Pennsylvania	3,200	1,500	1,700	130	49	78	1,400	710	710	1,700	720	930	0	0	0
Puerto Rico	5,900	2,100	3,800	2,300	720	1,600	2,800	1,100	1,800	370	120	250	370	170	200
Rhode Island	150	66	84	1	0	1	92	38	54	57	28	29	0	0	0
South Carolina	140	47	89	27	5	22	100	36	64	9	6	3	0	0	0
South Dakota	110	49	59	0	0	0	6	3	3	100	46	56	0	0	0
Tennessee	3,400	1,500	1,900	73	20	53	1,000	530	520	2,300	940	1,400	0	0	0
Utah	920	430	480	0	0	0	510	270	240	400	160	240	0	0	0
Vermont	110	38	70	7	0	7	42	14	28	59	24	35	0	0	0
Virginia	940	470	470	40	10	30	500	260	240	380	190	190	21	15	6
West Virginia	510	240	270	27	8	19	380	180	200	97	50	47	0	0	0
Wyoming	54	24	30	12	6	6	31	8	23	11	10	1	0	0	0

[1] Excludes Cook County.
[2] Excludes Baltimore City.
[3] Father, if any, included in other relative count.
[4] Data not reported.

TABLE 2B.—CHILDREN RECEIVING CARE IN DAY CARE FACILITIES, BY TYPE OF FACILITY, BY AGE GROUP, AND BY STATE, AS OF THE LAST DAY OF THE QUARTER ENDED JUNE 30, 1970

State	Total children receiving care in day care facilities			Type of facility								
				Family day care home			Group day care home			Day care center		
	Total	Under 6 years of age	6 through 14 years of age	Total	Under 6 years of age	6 through 14 years of age	Total	Under 6 years of age	6 through 14 years of age	Total	Under 6 years of age	6 through 14 years of age
Total	20,200	11,800	8,400	9,800	5,200	4,700	500	310	190	8,500	5,400	3,100
Alabama	320	260	68	170	130	40	0	0	0	160	130	28
Alaska	140	67	73	62	33	29	0	0	0	78	34	44
Arkansas	210	140	65	150	95	56	0	0	0	58	49	9
Colorado	740	390	350	350	210	130	21	17	4	370	160	210
Connecticut	610	290	320	550	240	300	22	13	9	43	37	6
Delaware	97	85	12	25	20	5	4	4	0	68	61	7
District of Columbia	220	190	26	55	50	5	0	0	0	160	140	21
Florida	1,500	1,200	360	500	310	190	64	51	13	940	790	150
Georgia	2,100	1,300	870	200	57	140	0	0	0	2,000	1,200	810
Hawaii	7	7	0	0	0	0	2	2	0	5	5	0
Idaho	170	110	52	76	54	22	36	24	12	54	36	18
Illinois [1]	100	72	29	29	25	4	6	2	4	66	45	21
Iowa	640	340	300	460	270	190	6	1	5	180	76	100
Kansas	110	90	21	72	54	18	0	0	0	39	36	3
Kentucky	450	270	180	100	29	75	19	5	14	320	230	93
Louisiana	1,100	560	510	630	290	340	0	0	0	440	270	170
Maine	68	50	18	51	33	18	0	0	0	17	17	0

Maryland [2]	82	63	19	40	25	15	6	4	2	36	34	2
Massachusetts	210	97	110	110	39	72	43	18	25	55	40	15
Michigan	420	260	160	260	110	150	12	10	2	150	140	14
Minnesota	730	560	170	510	370	140	85	77	8	140	120	17
Missouri	1,200	590	610	1,000	490	510	89	46	43	100	51	54
Montana	300	200	100	220	140	79	0	0	0	79	54	25
Nevada	0	0	0	0	0	0	0	0	0	0	0	0
New Jersey	1,900	890	970	1,300	580	760	0	0	0	530	310	220
New Mexico	290	180	110	220	140	87	5	5	0	64	41	23
New York	1,300	800	520	(3)	(3)	(3)	(3)	(3)	(3)	(3)	(3)	(3)
North Carolina	210	150	61	7	3	4	4	1	3	200	140	54
North Dakota	37	29	8	22	18	4	1	1	0	14	10	4
Oklahoma	300	160	140	120	62	61	0	0	0	180	98	79
Oregon	180	140	43	130	100	30	10	5	5	41	33	8
Pennsylvania	730	450	280	560	320	240	0	0	0	170	133	35
Puerto Rico	160	110	49	72	53	19	0	0	0	85	55	30
Rhode Island	240	130	110	140	88	56	0	0	0	97	42	55
South Carolina	1	0	1	0	0	0	0	0	0	1	0	1
South Dakota	140	95	47	120	75	40	0	0	0	27	20	7
Tennessee	400	280	120	120	75	50	0	0	0	280	210	71
Utah	1,100	460	600	790	340	460	0	0	0	260	120	140
Vermont	37	24	13	17	9	8	7	2	5	13	13	0
Virginia	1,400	580	800	400	150	250	53	18	35	920	410	520
West Virginia	130	88	46	110	68	39	0	0	0	27	20	7
Wyoming	100	76	26	59	39	20	7	4	3	36	33	3

[1] Excludes Cook County
[2] Excludes Baltimore City.
[3] Data not reported.

TABLE 2.C.—CHILD RECEIVING CARE OTHER THAN IN OWN HOME, RELATIVE'S HOME OR DAY CARE FACILITY BY TYPE OF ARRANGEMENT, BY AGE GROUP, AND BY STATE, AS OF THE LAST DAY OF THE QUARTER ENDED JUNE 30, 1970

State	Total children receiving "other" care			Type of arrangement						
				Caretaker working or in training only during child's school hours			Child looks after self	Other		
	Total	Under 6 years of age	6 through 14 years of age	Total	Under 6 years of age	6 through 14 years of age	6 through 14 years of age	Total	Under 6 years of age	6 through 14 years of age
Total	17,700	3,700	14,000	5,100	240	4,900	2,800	4,700	1,600	3,100
Alabama	250	32	220	140	14	130	50	57	18	39
Alaska	26	0	26	20	0	20	6	0	0	0
Arkansas	99	1	98	80	1	79	11	8	0	8
Colorado	590	74	520	220	6	210	180	190	68	120
Connecticut	300	54	250	100	4	99	120	76	50	26
Delaware	180	34	150	36	6	30	96	48	28	20
District of Columbia	160	15	150	0	0	0	110	58	15	43
Florida	670	100	560	14	0	14	290	360	100	260
Georgia	840	34	810	300	1	300	360	98	32	66
Hawaii	4	4	0	0	0	0	0	4	4	0
Idaho	100	21	81	25	0	25	41	36	21	15
Illinois [1]	73	5	68	34	1	33	32	7	4	3
Iowa	190	29	160	26	8	18	54	110	21	87
Kansas	260	18	240	160	2	160	57	40	16	24
Kentucky	1,600	370	1,200	390	1	380	150	1,000	370	660
Louisiana	230	48	180	110	31	79	53	65	17	48
Maine	240	94	150	39	8	31	29	170	86	87

Maryland [2]	180	28	150	98	2	96	21	60	26	34
Massachusetts	250	34	210	83	9	74	86	78	25	53
Michigan	1,300	83	1,200	890	19	870	230	140	64	79
Minnesota	670	49	620	560	34	530	71	33	15	18
Missouri	120	7	110	49	1	48	43	28	6	22
Montana	130	9	120	49	3	46	12	68	6	62
Nevada	9	3	6	0	0	0	6	3	3	0
New Jersey	710	79	630	180	15	160	100	430	64	370
New Mexico	0	0	0	0	0	0	0	0	0	0
New York	4,800	1,800	3,000	(3)	(3)	(3)	(3)	(3)	(3)	(3)
North Carolina	430	150	280	54	0	54	24	360	150	210
North Dakota	28	7	21	9	3	6	11	8	4	4
Oklahoma	31	12	19	9	4	5	6	16	8	8
Oregon	83	15	68	3	0	3	48	32	15	17
Pennsylvania	420	110	310	120	11	110	65	230	100	130
Puerto Rico	1,400	130	1,300	810	39	770	160	420	89	330
Rhode Island	290	94	200	5	2	3	57	230	92	140
South Carolina	49	2	47	40	1	39	7	2	1	1
South Dakota	19	0	19	0	0	0	19	0	0	0
Tennessee	150	34	120	83	12	71	34	37	22	15
Utah	250	0	250	200	0	200	49	0	0	0
Vermont	96	45	51	18	0	18	6	72	45	27
Virginia	250	30	220	100	3	100	66	78	27	51
West Virginia	100	35	69	10	0	10	24	70	35	35
Wyoming	84	4	80	41	2	39	27	16	2	14

[3] Data not reported.

[1] Excludes Cook County.
[2] Excludes Baltimore City.

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TABLE 3.--NUMBER OF MOTHERS OR OTHER CARETAKERS WHO COULD NOT BE REFERRED TO THE STATE MANPOWER AGENCY FOR ENROLLMENT IN THE WIN PROGRAM SOLELY BECAUSE ADEQUATE CHILD CARE ARRANGEMENTS WERE NOT AVAILABLE AND NUMBER OF CHILDREN REQUIRING CHILD CARE, BY AGE GROUP AND BY STATE, AS OF THE LAST DAY OF THE QUARTER ENDED JUNE 30, 1970

State	Number of mothers or other caretakers	Number of children		
		Total	Under 6 years of age	6 through 14 years of age
Total	4,700	12,300	5,800	6,200
Alabama	6	21	14	7
Alaska	0	0	0	0
Arkansas	27	88	45	43
Colorado	78	180	120	63
Connecticut	(2)	(2)	(2)	(2)
Delaware	0	0	0	0
District of Columbia	0	0	0	0
Florida	2	3	3	0
Georgia	320	830	440	390
Hawaii	58	100	68	35
Idaho	1	3	2	1
Illinois [1]	1,100	2,600	1,300	1,300
Iowa	2	7	6	1
Kansas	34	110	75	37
Kentucky	(2)	(2)	(2)	(2)
Louisiana	18	51	31	20
Maine	0	0	0	0
Maryland [3]	180	400	200	200
Massachusetts	100	180	79	110
Michigan	360	790	400	390
Minnestoa	0	0	0	0
Missouri	110	280	140	150
Montana	1	7	3	4
Nevada	11	29	19	10
New Jersey	82	120	40	75
New Mexico	0	0	0	0
New York	(2)	(2)	(2)	(2)
North Carolina	120	380	180	200
North Dakota	1	1	1	1
Oklahoma	19	39	23	16
Oregon	0	0	0	0
Pennsylvania	640	1,500	750	790
Puerto Rico	920	3,300	1,300	2,000
Rhode Island	3	10	10	0
South Carolina	23	77	32	45
South Dakota	0	0	0	0
Tennessee	130	380	200	190
Utah	0	0	0	0
Vermont	1	1	1	0
Virginia	270	580	240	340
West Virginia	43	94	45	49
Wyoming	36	100	57	46

[1] Excludes Cook County.
[2] Data not reported.
[3] Excludes Baltimore City.

[From Education Daily, May 18, 1971]

PRESCHOOL FOCUS SHIFTS TO MOTHERS

Preschool researchers everywhere seem to be reaching substantially the same conclusion: a good mother beats any early intervention program yet devised.

With reports of promising parent-centered projects piling up in Washington, it's no wonder that long-range planning for early childhood education is beginning to shift its focus. You'll find mom becoming the prime target of new educational efforts, but the children are expected to be the chief beneficiaries. As researcher Susan Gray once put it, "if you get one young mother, you get every child she has."

Dr. Gray, director of the Demonstration and Research Center on Early Childhood Education (DARCEE) at Peabody College, was one of the early pioneers in programs training disadvantaged mothers to stimulate learning in their own children. Some of the DARCEE-trained mothers have gone on to teach other disadvantaged mothers the same techniques. The economics of such programs, which have produced significant cognitive gains for the children at a fraction of the cost of traditional nursery school, are undeniably appealing.

Boosters of the parent-centered approach include Dr. Earl S. Schaefer, whose Infant Education Project in Washington, D.C., a few years ago used college student tutors to raise the IQ of young Negro boys. Today Schaefer, who heads the Early Child Care Research section at the National Institute for Mental Health, believes that project was too "child-centered" and sees work with parents as the brightest hope for reaching disadvantaged preschoolers.

Dr. Glen Nimnicht, who developed the Far West Lab's Toy Library, also lists parents as his target audience. Under his program, mothers meet once a week for ten weeks to learn principles of child development and to learn ways to use the educational toys which they take home for their youngsters.

Ira Gordon, another pioneer whose parent education approach at the University of Florida has been adopted as a program model for Head Start and Follow Through, sums it up this way: "The heart of the matter seems to be that what the child may become is strongly influenced by the way he is brought up from the moment of birth. Not only his personality but also his level of competence will be influenced."

Writing in a new booklet "On Early Learning: The Modifiability of Human Potential," (Association for Supervision and Curriculum Development, NEA, 1201 Sixteenth St. N.W., Washington, D.C. 20036. Price: $2.00), Dr. Gordon points out that today's parent education programs are fairly sophisticated, involving more than teaching mothers to provide simple skill training for their children.

"They provide for language development mostly through what I term a language envelope; that is, they try to surround the child with models of adults who speak with him. This gives him the opportunity to develop the rules, regulations, and relationships among words. In this way he takes on the language of his culture so that he can function effectively in the larger society . . ."

Dr. Gordon sees adolescence as the prime time for reaching prospective parents with information about how to help young children learn. "Working with infants and young children, seeing them respond, feeling their affection, can 'turn on' a teen-ager in far better ways than taking the drug route," Dr. Gordon suggests. We already have a basic set of materials drawn from R&D projects which can be used to teach teen-agers how to care for young children and stimulate learning, he points out.

Parent education's most influential booster is OCD Director Edward Zigler, whose enthusiasm for the idea had led to negotiation with the Education Development Center in Newton, Mass., for development of a curriculum for young parents and prospective parents. The contract is now in the final stages of negotiation, according to an OCD spokesman.

While militant feminists picketed the White House on Mother's Day in behalf of universal day care, educators seem more than ever convinced of the awesome power behind the hand that stays home to rock the cradle.

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JULE M. SUGARMAN
ADMINISTRATOR

June 11, 1971

Senator Walter F. Mondale, Chairman
Subcommittee on Children and Youth
Committee on Labor and Public Welfare
U.S. Senate
Washington, D.C. 20515

Dear Senator Mondale:

As promised when I testified on S.1512, I have prepared a detailed series of recommendations on the bill and wish to offer them for your consideration prior to mark-up.

As you know, I am personally enthusiastic about introduction of the bill and can gladly support it. There are some points, however, which I feel must be corrected before enactment.

Let me begin by summarizing the major reservations I expressed in my testimony:

1. Role of the States: S.1512 essentially opts for a direct Federal-local relationship except in those cases where no public or private non-profit agency has applied as a prime sponsor.

This is a sound principle when applied to large local jurisdictions, but I would suggest a minimum population requirement of 100,000 for a prime sponsor. This (1) assures a large enough population to permit a variety of programs contemplated by the Act; (2) insures there will not be unreasonable overhead costs related to the prime sponsor; and (3) facilitates Federal administration.

For smaller communities, the states should be encouraged to act as prime sponsors. If a state is unwilling to meet the requirements of the bill, it may be possible to develop private non-profit prime sponsors serving all or parts of a state. Where that is not possible, the Secretary could use his direct grant authority to assist organizations in smaller communities.

2. Level of Financing: In all candor, I believe it unwise to set forth such unrealizable authorization levels, because I cannot foresee any possibility (a) that programs could be developed at such a rate or (b) that the national budget can allow that level of expenditure for child development by 1975. Previous experience with the Congress simply does not indicate that it is willing to appropriate for such programs the large sums at which they are usually authorized. Instead, I believe the level of authorization should be "for such amounts as may be necessary".

3. Role of Local Policy Councils: The creation of Local Policy Councils, particularly in larger jurisdictions, is very necessary. However, I find the legislation unclear as to whether a Child Development Council may act only on the affirmative recommendation of the Local Policy Council or simply after considering the latter's recommendation. Sometimes it is necessary and proper for a citywide body to take action which has not been recommended by a local group, particularly where there are strong ethnic conflicts and where it is necessary to terminate programs. I would, therefore, suggest language to make it clear that the Local Policy Councils do not have absolute authority to bar action.

4. Allocation of Funds: The allocation formula does not take into account wide differences in the costs of conducting programs in various parts of the country. Unfortunately, the government does not have this data on a community-by-community basis, but such differences are most directly, though not exclusively, related to variations in salary levels. Therefore, I would recommend that the allocation formula be adjusted to reflect differences in the average salary paid to public elementary school teachers in a community.

In addition, I doubt that all presently existing programs could be financed under the formula. Some states and communities, notably Mississippi and larger cities, probably have far more funds than this allocation would provide. While the formula might present no problem if appropriations were actually at the $2.7 billion level, there could be serious difficulty at lower levels of appropriation. The language in Sec. 513(a), (c), and (515)(a), (b), (c) is not adequate to cope with this problem. It could be corrected either by giving the Secretary greater than 5% in discretionary funds which do not have to meet the test of a "model" or by requiring that funds must first be reserved to cover the existing level of programs.

In addition to my testimony, I want to offer the following recommendations:

A. Sec. 515 - Requires submission of an application to be a prime sponsor. I can find no specific authority for the Secretary to approve an application. Sec. 515 authorizes approvals in situations where there are conflicting applications, but not in situations where there is no conflict.

B. Sec. 516(a) (2) - The requirement of one third economically disadvantaged parents seems to me to overlap the "one half" local policy council representatives and does not insure that disadvantaged parents will, in fact, be elected. I do not see how it could be enforced unless a Governor or Mayor were to designate which local policy councils were expected to select economically disadvantaged parents and which were free to select whom they pleased. That, of course, does not make sense. I would suggest instead that in Sec. 516(a) (2) you insert before the last sentence the following language:

"To the extent that this requirement has not been met through elections by the Local Policy Councils, the appointing authority shall designate a sufficient number of additional representatives to insure one-third representation".

C. Sec. 516(b) (1) - Appears to require approval by the local policy council before the prime sponsor can fund a project. It had been my understanding that the Local Policy Council's views were advisory only.

D. Sec. 513(b) (3) - I do not believe that figures actually exist on a geographic basis to show the number of children of working mothers and single parent families. The Departments of Labor and Commerce should be consulted as to whether they exist as both state and local levels.

E. - Since my testimony, the House Ways and Means Committee has reported out H.R. 1. This bill authorizes both the Secretary of Labor and the Secretary of HEW to provide child care by grant or contract. There is an indication that contracts should be made with that agency designated by the appropriate elected official, which I presume would include mayors and elected county officials. These provisions, if included in the final bill, will probably mean that the bulk of day care funding under the Social Security Act will be through the new title XXI. Title IV, Day Care, remains in the legislation and may be a significant additional source of funding. I therefore again urge you to include language which provides for coordination of Title IV funds. I would suggest substituting for Section 568 the following language:

"The Secretary may, after consultation with a State, provide funds available for day care or preschool programs unter Title IV of the Social Security Act, either directly to a prime sponsor or through the State agency administering Title IV, providing that such funds shall be used exclusively to serve children eligible for service under Title IV."

This is an extraordinarily important Section and I hope that there will be discussion of it with the Senate Finance Committee.

H. Sec. 531 - I consider this section wholly unsatisfactory. It appears to require financing inservice training outside the basic project grant in contrast to the present policy of including inservice training costs in the project grant. It fails to provide for grants to organizations as well as to individuals. Finally, the amounts available are totally inadequate. I would like to see a return to language similar to that in the Head Start program.

"The Secretary is authorized to provide directly, by contract, or through other means, for the training of personnel. Such amounts as are necessary are authorized to be appropriated for this purpose."

Please let me know if I can be of further assistance.

Sincerely,

Jule Sugarman

Jule M. Sugarman
Administrator

PREPARED STATEMENT OF THE AMERICAN OPTOMETRIC ASSOCIATION ON S. 1512

The American Optometric Association appreciates this opportunity to submit its comments on S. 1512, a bill to provide a Comprehensive Child Development Program in the Department of Health, Education and Welfare.

Because optometry recognizes the critical need for adequate child development services and particularly vision care needs during the crucial years of early childhood, we applaud and approve the proposed bill's broad and balanced approach to the child development problem. We agree with the proposal's emphasis on providing a full range of health, educational and social services and with the need to proceed wisely and prudently in the initial implementation of the proposal by focusing on pre-school children who suffer from the circumstances of economic and social deprivation. Finally, we agree that the implementation of the program should involve the government, the community and individual parents.

Specifically, we wish to address this statement to the importance of vision care in the education and development of children and to the specific qualifications of an optometrist in meeting these visual needs. We will conclude with certain recommendations relating to child vision care provisions in S. 1512.

Good vision is critical to the intellectual and social development of American children and should be given a high priority in any Child Development Program. For vision is at the heart of the learning process and any impairment of this precious resource can seriously

impede a child's learning and maturation process.

Because reading is the primary educational skill, it is estimated that over 80% of all learning takes place through the visual process, resulting in a direct relationship between reading skills and adequate vision. Yet, millions of children suffer from child related visual defects such as binocular visual impairment, amblyopia or lazy eye blindness, strabismus or cross vision, and unsatisfactory muscle coordination all of which, if undetected and untreated, have an adverse effect upon his reading skills and, consequently, his educational development.

Proper binocular or two-eyed vision is especially critical for the achievement of a child's maximum reading potential. Binocular vision allows the child to see with both eyes at the same time and to fuse the two pictures in the brain so that a simple visual impression results. Yet, millions of children, even those with so called "perfect vision" of 20/20 visual acuity, have not learned to maintain binocular visual performance so as to make effective use of the impulse signaled by the eyes to the brain. This impairment, according to a study by the U. S. Public Health Service in 1965, affects 7.4% of the American children at age 6 and grows to 17.2% at age 11.

Another child related visual defect is amblyopia or what is commonly known as "lazy eye blindness." This visual defect which is a result many times of nutritional deficiencies and is therefore prevalent in economically and socially deprived areas, leads to a general dimming of vision in the child. Unfortunately, it occurs

without any external manifestation so, unless a child's behavior is radically affected, it usually is undetected until it reaches an advanced stage. An article in the American Journal of Public Health in 1965 estimated that amblyopia may affect 6% of the American children, with the majority affected being of a pre-school age.

Yet, these particular disorders, along with strabismus or double vision, and unsatisfactory muscle coordination do not necessarily have to result in the tragedy of impeding a child's educational and social development. All of these visual disorders, if detected early, can be permanently corrected or at least ameliorated by the techniques and devices of modern visual science.

The profession of optometry has long pioneered in the area of learning theory as it relates to visual disorders and from this long involvement has developed techniques and instruments to correct these damaging defects. In the field of orthoptics, optometrists have been able to secure normal binocular vision through the utilization of orthoptic exercises in which ocular muscles are exercised by means of prisims to correct visual deviations. Through the use of visual training techniques developed by optometry, individual optometrists have been able to permanently re tify unsatisfactory muscle coordination in child vision. In detecting amblyopia or lazy eye blindness, optometrists have been able to correct by the application of visual training techniques and, in those advanced cases, to at least ameliorate the disorder by the prescription of proper lenses.

It is well known in cases of childhood strabismus or cross vision that, where such disorders go undetected, surgery is usually required, but where there is early detection, the application of visual training techniques by an optometrist can permanently correct such disorders without the costly and dangerous necessity of surgery.

The tragedy, then, of child visual disorders and their consequent effect upon learning and development, lies not in the fact that they can be detected and corrected, but in the fact that, for millions of American children such disorders go undetected, particularly in children of pre-school and early school ages and especially in children from economically and socially deprived circumstances. And, although the tragedy is an individual one for the particular child suffering from a visual disorder and stunted development, it is easily translated in a larger social tragedy when millions of children experience the frustrations of impeded intellectual and emotional development. For the child or youth hampered with a vision problem which adversely affects his ability to read or learn becomes, quite naturally, frustrated, and more often than not, he vents this frustration on his teachers, school, parents, community and general society. It is not coincidental that up to 80% of deliquents and semi-deliquents studied by the White House Conference on Juvenile Deliquency had learning difficulties, especially in reading, and poor vision are found to be a contributing factor in 50% of these cases. Nor is it coincidental that the same White House Conference found that inner-city ghetto children appear to have a

much higher -- in some studies almost twice as high -- incidence of learning disabilities, perceptual difficulties and developmental visual problems than do the more advantaged children in other parts of the city.

Clearly, the dimensions of childhood visual disorders should represent a challenge to all Americans. If it is so acceptable to state that every American has a right to adequate health care, then it should be acceptable to state that every American child has a right to the unimpeded attainment of his educational potential and, where anything interferes with this attainment, a child should have a right to services which can correct such interferences. The American Optometric Association feels that the correction of visual disorders and general vision care services should be given a prominent position in any specific Child Development Program, and since the profession of optometry is the primary provider of vision care for the American people, we stand ready to assist in this regard, and recommend the following amendments to the Act:

RECOMMENDATIONS

(1) That the term "comprehensive health" under project applications be expanded and amended to include: childhood visual barriers, including preventive vision care and treatment for severe handicaps related to the visual process and that such services may be provided by either an optometrist or a physician skilled in the diseases of the eye.

(2) That the Comprehensive Child Development Council of each Prime Sponsor include at least one optometric vision specialist.

(3) That the National Center for Child Development and Education give specific priority to research grants relating to optometric visual disorders and subsequent learning problems.

(4) That under the definition of a "Child Development Program," the word "medical" be deleted and the word "health" be substituted.

American Ethical Union
1971 - 63rd Annual Assembly

APPROVED RESOLUTION ON: CHILD DEVELOPMENT No. 15

WHEREAS, the health and stability of any human society is dependent upon the quality of its families, children and youth; and the neglect of families, children and youth leads to the deterioration of the individual and human society; and

WHEREAS, the American Ethical Union holds the issues of youth and child neglect of the highest national priority, and considers the continued neglect of our infants, children and youth as a violation of the most fundamental principles of ethical, humanistic behavior; and

WHEREAS, the Nixon Administration has reversed its "national commitment to providing all American children an opportunity for healthful and stimulating development during the first five years of life," as stated by the President in his establishment of the Office of Child Development in April 1969, by significantly reducing the stature and authority of the Office of Child Development under the proposed Cabinet reorganization for the Department of Human Resources;

BE IT RESOLVED, that the American Ethical Union calls upon the President and the Congress to reinstitute the Office of Child Development as the highest federal office and principal agency to coordinate, direct and implement those programs necessary to provide every child with a fair and full opportunity to reach his full potential;

AND BE IT FURTHER RESOLVED, that the American Ethical Union supports passage of appropriate legislation to further the objectives of this Resolution.

Senator MONDALE. Thank you very much, gentlemen.

(Whereupon at 11:15 p.m., the subcommittee hearing was closed).